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ABSTRACT

The purpose of H.R. 9158 is to provide grants for the operation and improvement of tribally controlled community colleges to insure continued and expanded educational opportunities for Indian students. The Secretary of the Interior is authorized to make grants into the general operating funds of tribally controlled community colleges to defray the expense of activities related to education programs for Indian students. Recognition is made of previous efforts by the Navajo Tribe and the Congress for Navajo Community College and special provisions are established for that institution. Testimony discloses support for H.R. 9158 because previous legislation has not met the need. Testimony is provided by representatives from the College of Ganado, the American Indian Higher Education Consortium, Navajo Community College, Navajo Tribal Council, National Congress of American Indians, National Indian Education Association, Fort Berthold College Center, and Sinte Gleska College. (BR)

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INDIAN EDUCATION

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HEARING

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

H.R. 9158

TO PROVIDE FOR GRANTS TO TRIBALLY CONTROLLED COMMUNITY COLLEGES, AND FOR OTHER PURPOSES

HEARING HELD IN WASHINGTON, D.C.
OCTOBER 13, 1977

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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CONTENTS

	Page
Hearing held in Washington, D.C., October 13, 1977	1
Text of H.R. 9158	2
Statement of—	
Davis, Roger C., chairman, board of regents, College of Ganado	44
Howard, Phyllis, chairperson, board of directors, American Indian Higher Education Consortium, accompanied by Lionel Bordeaux, president, Sinte Gleska College; Leroy Clifford, executive director, Consortium in Denver, Colo.; Perry Horse, and Richard Nichols, staff members, Consortium in Denver, Colo	21
McCabe, Donald A., president, Navajo Community College	41
Tiger, Georgianna, education director, National Congress of American Indians and Lucille Echo Hawk, representing the National Indian Education Association	30
Todacheene, Carl, president, board of regents, Navajo Community College	40
Prepared statements, letters, supplemental materials, etc	
Davis, Roger C., chairman, board of regents, College of Gando, "case statement," article entitled	45
Tiger, Georgianna, education director, National Congress of American Indians, statement of	25
Skeet, Wilson, vice chairman, the Navajo Nation, Window Rock, Ariz., testimony of	38
Howard, Phyllis, director, Fort Berthold College Center, New Town, North Dakota, "Tribally Controlled Community College Assistance Act of 1977" statement entitled	18

INDIAN EDUCATION

THURSDAY, OCTOBER 13, 1977

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON POSTSECONDARY EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to notice, at 8:30 a.m., in room 2257, Rayburn House Office Building, Hon. Michael T. Blouin presiding.

Members present: Representatives Blouin and Quie.

Staff present: Alan Lovesee, counsel; John Forkenbrock, staff director; Jeff McFarland and Scherri Tucker, majority staff; Christopher Cross, minority senior educational adviser; and Jennifer Wysong, minority staff.

Mr. BLOUIN. The subcommittee will come to order.

Today, the Subcommittee on Postsecondary Education of the House Education and Labor Committee, in conjunction with the Advisory Study Group on Indian Education, is conducting a hearing on H.R. 9158, a bill to support tribally controlled community colleges, which Congressman Quie and I have introduced.

Unfortunately, Congressman Ford, the chairman of the subcommittee, will be unable to be here this morning. However, he has graciously allowed us to use his subcommittee format in his absence.

The bill is a culmination of long hours of work on the part of committee staff and members of the Indian educational community. Especially, we want to recognize the contributions of Congressman Ford and his staff whose past help has been an encouragement.

Additionally, Congressman Ford has assured us of future aid and cooperation in realizing our recommendations. We deeply appreciate that.

Today's hearing will be to gauge the feelings of the major Indian organizations with respect to H.R. 9158. We realized that full discussion of the bill in Indian country has not been completed yet. For this reason, some of the opinions given here may be tentative. However, this hearing is vital to our efforts to have this bill reflect the true wishes of the Indian community.

[Text of H.R. 9158 follows:]

95TH CONGRESS
1ST SESSION

H. R. 9158

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 16, 1977

Mr. BLOUIN (for himself and Mr. QUIE) introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide for grants to tribally controlled community colleges, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Tribally Controlled Community College Assistance Act of 1977".

DEFINITIONS

SEC. 2. For purposes of this Act, the term—

(1) "Indian" means a person who is a member of an Indian tribe and is eligible to receive services from the Secretary of the Interior;

(2) "Indian tribe" means any Indian tribe, band, nation, or other organized group or community, includ-

ing any Alaskan Native village or regional or village corporation as defined in or established pursuant to the Alaskan Native Claims Settlement Act, which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians;

(3) "Secretary", unless otherwise designated, means the Secretary of the Interior;

(4) "tribally controlled community college" means an institution of higher education which is formally controlled, or has been formally sanctioned, or chartered, by the governing body of an Indian tribe or tribes;

(5) "institution of higher education" means an institution of higher education as defined by section 1201 (a) of the Higher Education Act of 1965, except that clause (2) of such section shall not be applicable;

(6) "national Indian organization" means an organization which the Secretary finds is nationally based, represents a substantial Indian constituency, and has expertise in the field of Indian education; and

(7) "full-time equivalent Indian student" means the number of Indians enrolled full-time, and the full-time equivalent of the number of Indians enrolled part-time, in each tribally controlled community college.

TITLE I—TRIBALLY CONTROLLED COMMUNITY COLLEGES

PURPOSE

SEC. 101. It is the purpose of this title to provide grants for the operation and improvement of tribally controlled community colleges to insure continued and expanded educational opportunities for Indian students.

GRANTS AUTHORIZED

SEC. 102. (a) The Secretary of the Interior is authorized to make grants pursuant to this title to tribally controlled community colleges to aid in the postsecondary education of Indian students.

(b) Grants made pursuant to this title shall go into the general operating funds of the institution to defray the expense of activities related to education programs for Indian students. Funds provided pursuant to this title shall not be used is connection with religious worship or sectarian instruction.

ELIGIBLE GRANT RECIPIENTS

SEC. 103. To be eligible for assistance under this title, a tribally controlled community college must be one which—

(1) is governed by a board of directors or board of trustees a majority of which are Indians;

(2) demonstrates adherence to stated goals, a phi-

losphy, or a plan of operation which is directed to meet the needs of Indians; and

(3) if in operation for more than one year, has students a majority of which are Indians.

TECHNICAL ASSISTANCE CONTRACTS

SEC. 104. The Secretary shall provide, upon request, technical assistance to tribally controlled community colleges either directly or through contract. In the awarding of contracts for technical assistance, preference shall be given to an organization designated by the tribally controlled community college to be assisted.

FEASIBILITY STUDIES

SEC. 105. (a) The Secretary is authorized to enter into an agreement with the Assistant Secretary of Education of the Department of Health, Education, and Welfare to assist the Bureau of Indian Affairs in developing plans, procedures, and criteria for conducting the feasibility studies required by this section. Such agreement shall provide for continuing technical assistance in the conduct of such studies.

(b) The Secretary, within thirty days after a request by any Indian tribe, shall initiate a feasibility study to determine whether there is justification to encourage and maintain a tribally controlled community college, and upon a positive determination, to aid in the preparation of grant appli-a-

tions and related budgets which will insure successful operation of such institution.

(c) Funds to carry out the purposes of this section for any fiscal year may be drawn from either—

(1) general administrative appropriations to the Secretary made after the date of enactment of this Act for such fiscal year; or

(2) not more than 10 per centum of the funds appropriated to carry out section 106 for such fiscal year.

GRANTS TO TRIBALLY CONTROLLED COMMUNITY COLLEGES

SEC. 106. (a) Grants shall be made under this title only in response to applications by tribally controlled community colleges. Such applications shall be submitted at such time, in such manner, and will contain or be accompanied by such information as the Secretary may reasonably require pursuant to regulations. The Secretary shall not consider any grant application unless a feasibility study has been conducted under section 105 and it has been found that the applying community college will service a reasonable student population.

(b) The Secretary shall consult with the Assistant Secretary of Education of the Department of Health, Education, and Welfare to determine the reasonable number of students required to support a tribally controlled community

college. Consideration shall be given to such factors as tribal and cultural differences, isolation, the presence of alternate education sources, and proposed curriculum.

(c) Priority in grants shall be given to institutions which are operating on the date of enactment of this Act and which have a history of service to the Indian people. In the first year for which funds are appropriated to carry out this section, the number of grants shall be limited to not less than eight nor more than fifteen.

(d) In making grants pursuant to this section, the Secretary shall, to the extent practicable, consult with national Indian organizations and with the tribal governments chartering the institutions being considered.

(e) The Secretary shall report to Congress on January 15 of each year the current status of tribally controlled community colleges and his recommendations for needed action.

AMOUNT OF GRANTS

SEC. 107. (a) Except as provided in section 110, the Secretary shall, for each academic year, grant to each tribally controlled community college having an application approved by him, an amount equal to $125,000 plus $3,500 for each full-time equivalent Indian student in attendance at such institution during such academic year, as determined by

the Secretary in accordance with such regulations as he may prescribe.

(b) The Secretary may make payments pursuant to grants under this title in advance installments not to exceed 80 per centum of the funds available for allotment based on anticipated or actual numbers of full-time equivalent Indian students or such other factors as determined by the Secretary. Adjustments for overpayments and underpayments shall be applied to the remainder of such funds and such remainder shall be delivered no later than July 1 of each year.

EFFECT ON OTHER PROGRAMS

SEC. 108. Except as specifically provided in this title, eligibility for assistance under this title shall not, by itself, preclude the eligibility of any tribally controlled college to receive Federal financial assistance under any program authorized under the Higher Education Act of 1965 or any other applicable program for the benefit of institutions of higher education, community colleges, or postsecondary educational institutions.

APPROPRIATIONS AUTHORIZED

SEC. 109. (a) (1) There are authorized to be appropriated, for carrying out section 106, $25,000,000 for each of the first two fiscal years beginning after the date of enact-

ment of this title and $30,000,000 in the third fiscal year beginning after such date.

(2) There are authorized to be appropriated $3,200,000 for each of such three fiscal years, for the provision of technical assistance pursuant to section 104.

(b) Unless otherwise provided in appropriations Acts, funds appropriated pursuant to this section shall remain available until expended.

GRANT ADJUSTMENTS

SEC. 110. (a) If the sums appropriated for any fiscal year for grants under this title are not sufficient to pay in full the total amounts which approved grant applicants are eligible to receive under this title for that fiscal year, the amounts which such applicants are eligible to receive under this title for such fiscal year shall be ratably reduced. In case additional funds become available for making such payments for the same fiscal year, such reduced amounts shall be ratably increased. Sums appropriated in excess of the amount necessary to pay in full such total eligible amounts shall be allocated by ratably increasing such total eligible amounts.

(b) In any fiscal year in which the amounts for which grant recipients are eligible have been reduced under the first sentence of subsection (a) of this section, and in which additional funds have not been made available to pay in

full the total of such amounts under the second sentence of such subsection, each grantee shall report to the Secretary any unused portion of received funds ninety days prior to the grant expiration date. The amounts so reported by any grant recipient shall be made available for reallocation to eligible grantees on a basis proportionate to the amount which is unfunded as a result of the ratable reduction, except that no grant recipient shall recieve more than the amount provided for under section 106(a) of this title.

REPORT ON CURRENT FACILITIES

SEC. 111. The Secretary shall, not later than ninety days after the date of enactment of this Act, prepare and submit a report to the Congress containing a survey of existing and planned physical facilities of tribally controlled community colleges, including in his report a survey of Bureau of Indian Affairs existing and planned facilities which may be used for tribally controlled community colleges without disruption of current Bureau programs.

MISCELLANEOUS PROVISIONS

SEC. 112. (a) The Navajo Tribe shall not be eligible to participate under the provisions of this title.

(b) (1) The Secretary shall not provide any funds to any institution which denies admission to any Indian student because such individual is not a member of a specific Indian tribe, or which denies admission to any Indian

student because such individual is a member of a specific tribe.

(2) The Secretary shall take steps to recover any unexpended and unobligated funds provided under this title held by an institution determined to be in violation of paragraph (1).

RULES AND REGULATIONS

SEC. 113. (a) Within four months from the date of enactment of this Act, the Secretary shall, to the extent practicable, consult with national Indian organizations to consider and formulate appropriate rules and regulations for the conduct of the grant program established by this title.

(b) Within six months from the date of enactment of this Act, the Secretary shall publish proposed rules and regulations in the Federal Register for the purpose of receiving comments from interested parties.

(c) Within ten months from the date of enactment of this Act, the Secretary shall promulgate rules and regulations for the conduct of the grant program established by this title.

TITLE II—CONSTRUCTION GRANTS

STUDY OF FACILITIES NEEDS

SEC. 201. The Secretary shall conduct a detailed survey and study of the academic facilities needs of tribally controlled community colleges and shall report to the Congress

not later than November 1, 1979, the results of such survey and study. Such report shall include any recommendations or views submitted by the governing body of any such college and by the governing body of the tribe, and shall include detailed recommendations by the Secretary as to the number and type of academic facilities which are required, ranking each such required facility by relative need.

PLANNING GRANTS

SEC. 202. The Secretary is authorized to make grants to the governing body of tribally controlled community colleges for the preparation of construction plans for academic facilities determined to be required under section 201. The Secretary shall provide each grant recipient with such technical services and facilities as may be available to him. The Secretary shall periodically review the development of such plans and shall advise the grant recipient concerning the suitability of such plans for purposes of section 203.

CONSTRUCTION GRANTS

SEC. 203. (a) The Secretary is authorized, in accordance with this section, to make grants to tribally controlled community colleges for the construction of academic facilities. Such grants shall, from the sums available therefor, be allocated, to the extent practicable, in accordance with relative needs as established under section 201 among those

tribally controlled community colleges having construction plans approved under subsection (c).

(b) The Secretary shall receive applications for grants under this subsection containing such information or assurances as he may by regulation prescribe to assure efficient and capable performance of the work proposed and to assure use of each academic facility for educational purposes for a period of not less than twenty years. Such application shall include a proposed construction plan which shall specify—

(1) the academic facility to be constructed;

(2) the estimated cost of such facility;

(3) the stages of construction and a schedule for completion of each stage;

(4) the capacity of such facility described by number of students to be served and the number and type of uses for which such facility will be used; and

(5) the labor and materials requirements for the construction of such facility and the extent to which such labor and facilities can be drawn from the local community.

(c) The Secretary shall review applications and plans submitted by a tribally controlled community college under subsection (b) and shall approve any such application and plan which—

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(1) is for the construction of an academic facility for which funds are available under subsection (a);

(2) contains the information, assurances, and specifications required by subsection (b);

(3) the Secretary determines will contribute, in a significant and timely fashion, to the development of such tribally controlled community college; and

(4) has been reviewed and not disapproved by the governing board of the tribe.

(d) The Secretary shall have access to the books and records of any recipient of a grant under this section, and to the books and records of any contractor or subcontractor performing work with funds made available by such grant, for the purpose of auditing the efficiency and economy of the work in progress.

DEFINITIONS

SEC. 204. As used in this title, the terms "academic facilities" and "construction" have the meanings set forth in section 782 of the Higher Education Act of 1965 except that any determination required to be made under such section by the Secretary of Health, Education, and Welfare or by the Commissioner of Education shall be made for purposes of this title by the Secretary of the Interior.

AUTHORIZATION

SEC. 205. There are authorized to be appropriated for each of the three fiscal years beginning after the date of enactment of this Act, such sums as may be necessary to carry out this title.

MISCELLANEOUS PROVISIONS

SEC. 206. (a) The Navajo Tribe shall not be eligible to participate under the provisions of this title.

(b) (1) The Secretary shall not provide any funds to any institution which denies admission to any Indian student because such individual is not a member of a specific Indian tribe, or which denies admission to any Indian student because such individual is a member of a specific tribe.

(2) The Secretary shall take steps to recover any unexpended and unobligated funds provided under this title held by an institution determined to be in violation of paragraph (1).

TITLE III—NAVAJO COMMUNITY COLLEGE

SHORT TITLE

SEC. 301. This title may be cited as the "Navajo Community College Assistance Act of 1977".

CONGRESSIONAL FINDINGS

SEC. 302. The Congress after careful study and deliberation, finds that—

(1) the Navajo Tribe constitutes the largest American Indian tribe in the United States;

(2) the Navajo Tribe has, through its duly constituted tribal council and representatives, established a community college within the boundaries of the reservation;

(3) the population of the Navajo Tribe and the vast area of the Navajo reservation requires that the Navajo Community College expand to better serve the needs of such population; and

(4) the Congress has already recognized the need for this institution by the passage of the Navajo Community College Act.

AMENDMENT

SEC. 303. Section 4 of the Navajo Community College Act (25 U.S.C. 640c) is amended to read as follows:

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 4. (a) For the purpose of making construction grants under this Act, there are hereby authorized to be appropriated a total of $60,000,000 for the three fiscal years beginning after the date of enactment of the Navajo Community College Assistance Act of 1977.

"(b) There is further authorized to be appropriated for grants to the Navajo Community College, for each fiscal

year described in subsection (a), for operation and maintenance of the college, an amount equal to $125,000 plus $3,500 for each full-time equivalent Indian student which the Secretary of the Interior estimates will be in attendance at such College during such year.

"(c) The Secretary of the Interior is authorized and directed to establish by rule procedures to insure that all funds appropriated under this Act are properly identified for grants to the Navajo Community College and that such funds are not commingled with appropriations historically expended by the Bureau of Indian Affairs for programs and projects normally provided on the Navajo Reservation for Navajo beneficiaries. No grant shall be made in excess of $125,000 plus $3,500 for each full-time equivalent Indian student in actual attendance at such college.

"(d) Sums appropriated pursuant to subsection (a) for construction shall remain available until expended.".

Mr. BLOUIN. We would like to split our witnesses today into two panels. The first panel would be comprised of the following people: Ms. Phyllis Howard, the chairperson of the board of directors of the American Indian Higher Education Consortium; Mrs. Georgianna Tiger, education director, National Congress of American Indians; and Ms. Lucille Echo Hawk, member of the National Indian Education Association.

Those of you that I have just mentioned, if you would come up to the witness table. If any of you have people with you, supporting staff, please feel free to bring them up as well.

We have your testimony, for the record, and it will be submitted in toto. You can feel free to summarize any of the major points that you would like to make.

Why don't we go down the list, as I mentioned the names, starting with Ms. Phyllis Howard.

[The prepared statement follows:]

TRIBALLY CONTROLLED COMMUNITY COLLEGE ASSISTANCE ACT OF 1977

INTRODUCTION

Mr. Chairman, Members of the Subcommittee, my name is Phyllis Howard. I am Director of the Fort Berthold College Center which is located near New Town, North Dakota. I am testifying today in support of H.R. 9158 on behalf of the American Indian Higher Education Consortium in my capacity as President of the organization.

With me on the panel are: Lionel Bordeaux, President of Sinte Gleska College in Rosebud, South Dakota; Leroy Clifford, Executive Director of the Consortium in Denver, Colorado; and Perry Horse and Richard Nichols, staff members of the Consortium in Denver, Colorado.

This Bill, H.R. 9158, is constructive legislation that goes a long way toward the betterment of postsecondary education for American Indians and Alaskan Natives. It reflects the efforts of many dedicated people. And its passage will have beneficial effects on a short-term and long-range basis for Tribally-controlled community colleges. Those of us who are directly involved in the Indian community college movement at all levels view this legislation as a landmark in contemporary Indian higher education. We urge its enactment.

We have appeared before various Committees of the U.S. Congress on several occasions in the past to speak on behalf of the need for federal support for Indian postsecondary institutions. The record is clear as to our needs. And we have provided much information and data that is consistent in supporting those needs.

Therefore, I will limit my prepared remarks briefly to the following: (1) philosophical aspects behind the evolvement of Indian community colleges, (2) a summarization of major issues previously discussed before the Congress, and (3) recommendations pertaining to H.R. 9158.

The Consortium was founded in 1972. It is a nonprofit corporation duly incorporated under the laws of the State of Colorado as provided in the Restated Certificate of Incorporation of December 18, 1974. One of its guiding purposes is "to promote, foster, encourage and implement programs for the improvemnet of postsecondary and higher education for American Indians, Eskimos, and Alaskan Natives". AIHEC also serves as the primary technical assistance center for its member institutions and provides a mechanism through which its members can deal with common problems on a cooperative basis. The Consortium is currently comprised of twelve Tribally-controlled community colleges located in six different states and maintains a central office staff which is based in Denver, Colorado.

Within the broad programmatic and structural parameters mentioned above there are some fundamental reasons for the evolution and existence of Indian colleges. These relate to the concerns of American Indians and Alaskan Natives in the areas of higher education, tribal self-determination, and tribal sovereignty.

There is a common concensus about the need to strengthen the various tribes and Alaskan Native groups in all of these areas of concern.

In the area of higher education, the community college concept represents an efficient and adaptable avenue for delivery of postsecondary educational opportunities locally. These colleges represent true community based education. Previously, the only opportunities for higher education for most Indian and Native peoples involved off-reservation localities. While many of our students have been able to succeed in such settings, a great number are unable to make the transition or adaptation for a variety of reasons, e.g., culture shock, poor academic preparation, and the insensitivity of the established system of higher education. There is also a significant number of Indians who simply do not choose to leave their home communities where they prefer to live and work. Therefore it was inevitable that Indian tribes would embrace the concept of locally-based higher education centers. They are seen as a viable alternative in making postsecondary educational opportunities accessible, economical, and relevant to tribal developmental needs.

Upon enactment of Public Law 93–638, The Indian Self-Determination and Educational Assistance Act of 1975, the thrust of self-determination among Indian tribes gained added emphasis. As Indian tribes gained more control over programs and policies which affected their daily lives there was a heightened awareness among Indian leaders about the need to strengthen tribal governments. The educational process was seen as a key element in meeting this need. In terms of facilitating community-focused or reservation-based educational and training priorities the community college concept gained increased attention.

In 1968 the first tribally-chartered, Indian-controlled community college was established by the Navajo Nation. In the early 1970's five more tribally-chartered colleges came into existence. The movement has burgeoned since then. Presently there are at least 18 operational, tribally-chartered institutions in varying stages of development. It is likely that others will be established eventually.

These colleges evolved as a logical extension of tribal self-determination. In them will be vested a great deal of responsibility to help shape the future of the people they serve. They are now at a point where they require assistance that will enable them to meet this responsibility. H.R. 9158 embodies the kind of assistance needed from federal sources.

In the course of this legislative development process some issues of major concern emerged. I will review them quickly. These issues are related to the following: the rationale or justification for federal support to Indian higher education institutions; tribal charters vis-a-vis tribal sovereignty; tribal control of community colleges through the "band analysis"; and direct funding to the colleges.

As we have pointed out previously, the concept of federal support for Indian institutions is rooted in the trust responsibility of the United States government for Indian tribes. Historically, the Snyder Act (25 U.S.C. 13) authorized the Bureau of Indian Affairs to "direct, supervise and expend such monies as Congress may appropriate for the benefit, care and assistance of the Indians for the following purposes; general support and civilization, including education."

Public Law 93–638, mentioned above, further delineates this authority to mean that Indian tribes may contract directly with the Bureau of Indian Affairs to administer these programs and services themselves. Section 203.4, Title II of P.L. 93–638, mandated the Secretary of the Interior to prepare and submit to Congress by October 1, 1975, "a specific program together with detailed legislative recommendations to assist the development and administration of Indian-controlled community colleges."

It is clear that precedents exist for federal support for Indian educational institutions. The problem is getting the Bureau of Indian Affairs to adequately meet its responsibility to support these institutions on a systematic basis.

The Bureau of Indian Affairs is two years overdue in submitting its report to Congress with the supporting legislative recommendations called for. In fact, when hearings have been held by the Senate and House of Representatives on proposed legislation for Indian community colleges, the Bureau of Indian Affairs has consistently testified against legislation for Indian-controlled community colleges.

The tribally-controlled community colleges in existence today each derive their authority from the charters which the tribes enact to formally establish the governing body of each college. The charters spell out for each institution

and governing body their specific mission, goals, objectives, and responsibilities. In effect, the charters outline the derived authority of each institution, i.e., their legal right to operate as subtribal entities, or in the language of P.L. 93-638, as "Indian organizations".

In deriving such authority from the tribal government and the inherent tribal sovereignty, the charters have the effect of enhancing and promoting tribal sovereignty. For example, the various regional accrediting agencies require, as a precondition for eligibility for accreditation, that an institution "has a charter and/or formal authority from an appropriate governmental agency". The tribal charters of those Indian colleges which are now accredited or are candidates for accreditation are recognized by the regional accrediting associations as possessing equal authority as state charters for state universities.

The tribes, in recognition of the primary mission of their colleges as being to strengthen tribal governments, give the colleges the opportunity to develop through continuity and consistency in long-range planning and program implementation. The tribe and the tribal charter thus provide an environment for their educational institutions to have the academic freedom and on-going stability that is vital to the educational function.

It is of the utmost importance that tribes are the ones who establish colleges and consequently possess the ultimate and final authority over them.

The Bureau of Indian Affairs now provides operational support through the "band analysis" budgeting process to five tribally-chartered colleges under P.L. 93-638 authority. It also provides such support to Navajo Community College under authority of Public Law 93-189, the Navajo Community College Act. Of the institutions receiving support through contract authority, all are underfunded. It can be stated fairly certainly that the funding provided to these schools is inadequate and unstable due to the nature of the band analysis process itself.

Before a program such as tribal college operations, for instance, can get on the band, either another program must expire or other programs be defunded so as to accommodate the new program. Thus, inherent in the band analysis process is an element of competition with other sorely needed programs at the tribal level. H.R. 9158 would eliminate the competitive and often arbitrary aspects of the band by setting up a separate legislative appropriation solely for tribal college operations which would be designated so as not to be comingled with BIA funds for other tribal programs. Furthermore, the per pupil entitlement would act as a specific statutory formula for establishing grant awards. This would remove these funds from being arbitrarily reallocated or renegotiated at the BIA Area Office level.

Because of the derived authority of the tribal college through its tribal charter, direct funding to such institutions does not in any way constitute circumvention of tribal governments. Through the charters the tribes themselves spell out all accountability and review procedures. Through resolutions and contracts there are mandated periodic reviews and progress reports. Similarly, state colleges may receive federal grants directly without in any way jeopardizing the relationship of their respective state governments to the federal government.

Direct funding is important to the on-going stability of any educational institution. An institution of higher education must have the delegated authority to administer its budget and programs and provide for long-range development and accountability to perceived tribal needs. Direct funding to tribally-chartered colleges guarantees the continuity and stabilization of the educational mission and function of such colleges.

There are some questions that we, as an organization of operational Indian colleges, have concerning certain sections of House of Representatives Bill 9158. Under Section 105(a) the Secretary is authorized to consult with the Office of Education in developing plans, procedures, and criteria for conducting the feasibility studies requisite for consideration for funding under Section 106. In keeping with the spirit of Indian self-determination, it is imperative that the Secretary be required to have the input of Indian tribes and organizations in developing these "plans, procedures, and criteria".

Similarly, in Section 106(b), provisions should be made for consultation with Indian tribes and organizations in determining "the reasonable number of students required to support a tribally-controlled community college".

We also question the requirement in Section 105(a) calling for feasibility studies prior to grant eligibility. Specifically, we question the relevance of this requirement in regard to those Indian colleges already in operation. It would

seem that this would only serve to further encumber these colleges' present operations by setting up additional tasks. Surely, operationality and the provision of vitally needed services to their respective tribal communities is the greatest indication of feasibility, on-going stability, and support.

In conclusion, we would like to request that the Committee consider revision of the grant formula, particularly the FTE entitlement. We feel that a figure of $4,500 or $5,000 would reflect an adequate figure in relation to current operational costs per FTE Indian student.

This concludes my prepared remarks, Mr. Chairman. Thank you very much.

STATEMENT OF PHYLLIS HOWARD, CHAIRPERSON, BOARD OF DIRECTORS, AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM, ACCOMPANIED BY LIONEL BORDEAUX, PRESIDENT, SINTE GLESKA COLLEGE; LEROY CLIFFORD, EXECUTIVE DIRECTOR, OF THE CONSORTIUM IN DENVER, COLO.; PERRY HORSE AND RICHARD NICHOLS, STAFF MEMBERS OF THE CONSORTIUM IN DENVER, COLO.

Ms. HOWARD. Mr. Chairman, members of the subcommittee, my name is Phyllis Howard. I am director of the Fort Berthold College Center which is located near New Town, N. Dak. I am testifying today in support of H.R. 9158 on behalf of the American Indian Higher Education Consortium in my capacity as president of the organization.

With me today are, and I would like to introduce them: Lionel Bordeaux, president of Sinte Gleska College in Rosebud, S. Dak., who is not at the table; Leroy Clifford, executive director of the consortium in Denver, Colo.; and Perry Horse and Richard Nichols, staff members of the consortium in Denver, Colo.

The bill, H.R. 9158, is constructive legislation that goes a long way toward the betterment of postsecondary education for American Indians and Alaskan Natives. We feel it reflects the efforts of many dedicated people, and its passage will have beneficial effects on a short-term and long-range basis for tribally controlled community colleges.

Those of us who are directly involved in the Indian community college movement at all levels, view this legislation as a landmark in contemporary Indian higher education. We urge its enactment.

In the past, we have appeared before various committees of the U.S. Congress on several occasions to speak on behalf of the need for Federal support for Indian postsecondary institutions. We feel the record is clear as to our needs, and we have provided much information and data that we feel is consistent in supporting those needs.

Therefore, I will limit my prepared remarks briefly to the following:

(1) Philosophical aspects behind the evolvement of Indian community colleges;

(2) A summarization of major issues which were previously discussed before the Congress; and

(3) Recommendations pertaining to H.R. 9158.

The consortium was founded in 1972 as a nonprofit corporation duly incorporated under the laws of the State of Colorado. One of its guiding purposes is to "promote, foster, encourage, and probably most importantly to implement programs for the improvement of postsecondary and higher education for American Indians, Eskimos, and Alaskan Natives."

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AIHEC also serves as the primary technical assistance center for its member institutions. The consortium is currently comprised of 12 tribally controlled community colleges located in 6 different States and maintains a central office staff which is based in Denver, Colo.

Within the broad programmatic and structural parameters mentioned above, there are some fundamental reasons for the evolution and existence of Indian colleges. These relate to the concerns of American Indians and Alaskan Natives in the areas of higher education, tribal self-determination, and tribal sovereignty. There is a common consensus about the need to strengthen the various tribes and Alaskan Native groups in all of these areas of concern.

Probably the most important area is the area of higher education. The community college concept represents an efficient and adaptable avenue for delivery of postsecondary educational opportunities on the local level. We feel these colleges represent true community-based education.

The only opportunities for higher education for most Indian and Native people involved off-reservation localities in the past. A lot of our students have been able to succeed in such settings, but then also, a greater number are unable to succeed for various reasons.

For example, they had poor academic preparation, and a lot of the established institutions had never met their needs. There is also a significant number of Indians who simply do not choose to leave their home communities. So a lot of people stay on the reservation with absolutely no educational opportunities available.

Therefore, it was inevitable that Indian tribes would embrace the concept of locally based higher education centers. We see them as a viable alternative in making postsecondary educational opportunities accessible, economical, and relevant to tribal developmental needs.

Upon enactment of Public Law 93–638, the Indian Self-Determination and Education Assistance Act of 1975, the thrust of self-determination among Indian tribes gained a lot of momentum. As Indian tribes gained more control over programs and policies, which affected their daily lives, there was a heightened awareness or an increased awareness among Indian leaders of the need to strengthen tribal governments. The educational process was seen as a key element in meeting this need.

In terms of facilitating community-focused or reservation-based educational and training priorities, the community college concept has gained increased attention at this time.

In 1968 the first tribally chartered, Indian controlled community college was established by the Navajo Nation. Three years later, in the early 1970's, five more tribally chartered colleges came into existence. The movement has burgeoned since then.

Presently there are at least 18 operational, tribally chartered institutions in varying stages of development. It is likely that others will be established eventually.

These colleges evolved as a logical extension of tribal self-determination. In them will be vested a great deal of responsibility to help shape the future of the people they serve.

The community colleges are now at a point where they require assistance that will enable them to meet this responsibility, and we see

H.R. 9158 providing the kind of assistance needed from Federal sources.

In the course of this legislative development process some concerns have emerged, and let me review them quickly. These issues are related to the following: A rationale or justification for Federal support to Indian higher education institutions; tribal charters vis-a-vis tribal sovereignty; tribal control of community colleges through the "band analysis"; and direct funding to the colleges.

As we have pointed out previously, the concept of Federal support for Indian institutions is rooted in the trust responsibility of the U.S. Government for Indian tribes. Historically, this responsibility has been carried out through the Snyder Act, and through Public Law 93–638, which further delineates this authority to mean that Indian tribes may contract directly with the Bureau of Indian Affairs to administer these programs and services themselves.

Section 203.4, title II of Public Law 93–638, mandated the Secretary of the Interior to prepare and submit to the Congress, by October 1, 1975, "a specific program together with detailed legislative recommendations to assist the development and administration of Indian-controlled community colleges." It is obvious that the Bureau of Indian Affairs is 2 years overdue in submitting its report to Congress.

It is clear that precedents exist for Federal support for Indian educational institutions. The problem is getting the Bureau of Indian Affairs to adequately meet its responsibilities to support these institutions on a systematic basis.

When the Bureau of Indian Affairs has appeared before the committees of both the House and the Senate, they have consistently testified against legislation for Indian-controlled community colleges.

The tribally controlled community colleges in existence today each derive their authority from the charters which the tribes enacted to formally establish the governing body of each college.

The charters spell out for each institution and governing body their specific mission, their specific goals, and specific objectives, and their responsibilities. In effect, the charters outline the derived authority of each institution, and give them their legal right to operate as subtribal entities, or in the language of Public Law 93–683, as "Indian organizations."

In deriving such authority from the tribal government and the inherent tribal sovereignty, the charters have the effect of enhancing and promoting tribal sovereignty. They do not take away, but enhance the sovereignty of the tribe.

The tribes, in recognition of the primary mission of their colleges as being to strengthen tribal governments, give the colleges the opportunity to develop through continuity and consistency in long-range planning and program implementation.

We feel the tribe and the tribal charter thus provide an environment for their educational institutions to have the academic freedom and the on-going stability that is vital to the educational function.

It is of the utmost importance that tribes are the ones who establish colleges and consequently possess the ultimate and final authority over them.

The Bureau of Indian Affairs, at this particular time, provides operational support through the band analysis budgeting process to five

tribally chartered colleges under Public Law 93–638 authority. It also provides such support to Navajo Community College under authority of Public Law 93–189, the Navajo Community College Act.

Of the institutions receiving support through contract authority, all are underfunded. We can state fairly and certainly that the funding provided to these schools is inadequate and unstable due to the nature of the band analysis process itself.

Within the band analysis process, in order to get funds, either a program has to expire, or other programs be defunded so as to accommodate a new program. So there is a competitive process all the time. We see H.R. 9158 as eliminating the competitive and often arbitrary aspects of the band. Indian tribes should get money by setting up a separate legislative appropriation solely for tribal college operations which would be designated so as not to be commingled with BIA funds for other tribal programs.

Furthermore, the per pupil entitlement would act as a specific statutory formula for establishing grant awards. This would remove these funds from being arbitrarily reallocated or renegotiated at the BIA Area Office level.

Because of the derived authority of the tribal college through its tribal charter, direct funding to such institutions does not in any way constitute circumvention of tribal governments. Through the charters the tribes themselves spell out all accountability and review procedures. Through resolutions and contracts there are mandated periodic reviews and progress reports.

Similarily, State colleges may receive Federal grants directly without in any way jeoparidizing the relationship of their respective State governments to the Federal Government.

Direct funding is important to the on-going stability of any educational institution. An institution of higher education must have the delegated authority to administer its budget and programs and provide for long-range development and accountability to perceived tribal needs. Direct funding to tribally chartered colleges guarantees the continuity and stability of the educational mission and function of such colleges.

There are some questions that we, as an organization of operational Indian colleges, have concerning certain sections of House bill 9158. Under section 105(a), the Secretary is authorized to consult with the Office of Education in developing plans, procedures, and criteria for conducting the feasibility studies requisite for consideration of funding under section 106.

In keeping with the spirt of Indian self-determination, it is imperative that the Secretary be required to have the input of Indian tribes and organizations in developing these "plans, procedures, and criteria."

Similarly, in section 106(b), provisions should be made for consultation with Indian tribes and organizations in determining "the reasonable number of students required to support a tribally-controlled community college."

We also question the requirement in section 105(a) which calls for feasibility studies prior to granting eligibility to community colleges. Specifically, we question the relevance of this requirement in regard to those Indian colleges already in operation.

It would seem that this would only serve to further encumber these colleges' present operations by setting up additional tasks. Surely, op-

erationality and the provision of vitally needed services to their respective tribal communities is the greatest indication of feasibility, ongoing stability, and support.

To conclude my remarks, we would like to request that the committee consider revision of the grant formula, particularly the FTE entitlement. We feel that a figure of $4,500 and $5,000 would reflect an adequate figure in relation to current operational costs per FTE Indian student.

We also would like to say that we support the other title of this act which pertains to the Navajo Community College.

That concludes my remarks, Mr. Chairman.

Mr. BLOUIN. Thank you.

The next witness on this panel is Georgianna Tiger.

[Written statement of Georgianna Tiger follows:]

STATEMENT OF THE NATIONAL CONGRESS OF AMERICAN INDIANS AND THE NATIONAL INDIAN EDUCATION ASSOCIATION SUBMITTED BY GEORGIANNA TIGER, EDUCATION DIRECTOR, NCAI, AND LUCILLE ECHOHAWK, SECRETARY, BOARD, NIEA

The National Indian Education Association and the National Congress of American Indians are appreciative of the opportunity to present testimony on H.R. 9158, a bill to provide financial support to tribally controlled community colleges.

Over the past several months under the leadership of President Patricia Locke, the National Indian Education Association has worked closely on education issues with the National Congress of American Indians and the National Tribal Chairmen's Association. These three organizations are national in scope of advocacy, their Boards of Directors are elected by national constituencies and their annual conventions provide national forums for Indian issues. At the recent NCAI Convention in Dallas, Texas, with various NIEA Board members serving on the NCAI Education Concerns Committee, Resolution No. 34–E–23 entitled, Tribally Controlled Community Colleges was submitted by that Committee to the Convention delegates and passed. It is expected that the same or a similar policy statement will be adopted by the NIEA Board at its October 14–15 meeting.

There is no doubt as to the necessity of the enactment of this legislation. The statistics continually presented to the Congress point up the need for tribally-controlled community colleges to serve reservation based Indian people.

The following points have been well documented in previous testimonies before the U.S. Congress:

The continued lack of educational achievement of rural Indian people.

The continued high drop out rate of Indian college students who attend dominant-society colleges.

The high student retention rate of tribally controlled community colleges.

The many benefits of the service area of tribally controlled colleges in their roles as centers of activity for the entire community.

Adequate financial support of these colleges has not been available either through Title III of the Higher Education Act of 1965 or the Bureau of Indian Affairs. Presently tribally controlled community colleges must compete nationally with other institutions of higher learning for D–HEW funds. Not only is the competition very keen but grants are awarded on a yearly basis which makes the support tenuous at best.

The vehicle of securing funding through the BIA band analysis has proven to be inadequate in meeting the needs tribally controlled community colleges. This does not endorse nor oppose inclusion of other higher education programs in the band. It does strongly endorse the need for assured funding for these colleges.

The authority to fund tribally controlled community colleges appears to exist under the Snyder Act but has proven to be totally in adequate, and if immediate legislation is not enacted, tribally controlled community colleges are in jeopardy of closing.

Over the past few months there has been much discussion of the intent of Public Law 93–638 and providing direct funding to tribally controlled community colleges. It is felt that NIEA can concur with the langauge of the NCAI resolu-

tion on this point of tribal sovereignty which states that upon the request of the tribe that funding for postsecondary institutions: shall go to the tribe or to any tribally chartered division of government or to a tribally chartered program.

It is our understanding that the present language of H.R. 9158 embodies the above stated position.

We are concerned under Section 105 of the bill that the feasibility studies will apparently be conducted under the auspices of the U.S. Office of Education and funded by the Department of the Interior through this Act. Specific language authorizing the Interior Department (BIA) to enter into such arrangement should be deleted [Section 105(a)]. Section 105(b) by itself provides adequate direction to the Secretary of the Interior to see the conduct of the necessary feasibility studies within the budget constraints under this Act.

In conclusion it should be noted that NCAI and NIEA stand in support of Title III of H.R. 9158, ntitled the Navajo Community College Assistance Act of 1977, with the understanding that there be equitable funding for the other tribally controlled community colleges funded under this Act.

34TH ANNUAL CONVENTION OF THE NATIONAL CONGRESS OF AMERICAN INDIANS, DALLAS, TEX.

PROPOSED RESOLUTION

The following resolution is hereby submitted by NCAI Indian Education Concerns Commission for consideration by the 34th Annual Convention of the National Congress of American Indians. The following person(s) will be available at the convention to explain or defend this resolution: Eugene Crawford, Sam Deloria.

Resolution No. NCAI–34–E–23.

Title of Resolution: Tribally Controlled Community Colleges.

Whereas, there exists a demonstrated need for higher education services to be delivered on Indian reservations as an alternative to Indian people being forced to leave the reservation to acquire higher education; and

Whereas, there is clear agreement among the Congress, the National Indian organizations, the tribes, and Indian people that such services be subject to local control; and

Whereas, a major problem in the delivery of these and other services on Indian reservations has been caused by conflicting and arbitrary Federal requirements entailing the creation by the tribes of public agencies, non-profit corporations, governing or advisory boards, and other institutions foreign to our traditional forms of Government, such requirements have made it very difficult for tribes to develop efficient and effective management and delivery mechanisms which fit into tribal concepts of government; and

Whereas, while the Indian tribes themselves recognize the need for the creation of sophisticated management and delivery systems for reservation programs, which may lead to the creation of special purpose public or private agencies; they also recognize that there are a wide range of options which can be used by tribal governments to balance the need for coordination of programs with the need for individually tailored delivery systems, including careful delineation of authorities and responsibilities of the public and private agencies and organizations created by the tribes specific reporting and coordination requirements for these institutions, creation of a tribal planning coordination mechanism supplemented by the authority of OMB Circular A–95, and other mechanisms which fit the particular organization of each tribe, and

Whereas, legislation H.R. 9158 & S. 1215, is pending in both Houses of Congress "to provide for grants to tribally controlled community colleges and

Whereas, the National Congress of American Indians has received indications from Congressional staff will aid NCAI an doiner tribal organizations in the formulation and advocacy of amendments to present and future categorical aid programs which will make these programs available to Indian tribes in an expedient manner: Now, therefore, be it

Resolved, That the National Congress of American Indians strongly urges and supports federal assistance to reservation-based and tribally controlled higher education programs, and

Be it further resolved, That the National Congress of American Indians strongly supports tribal efforts to create community colleges as a vehicle for the delivery of higher education services and recognizes the importance of the stability of these tribal institutions, and

Be it further resolved, That the following statement of policy shall be the position of NCAI:

While the National Congress of American Indians supports tribal institutions, NCAI urges the U.S. Congress to make assistance available to all tribal higher education programs whether or not the tribe has chosen to utilize a separately chartered or approved institution of higher education such as community colleges, and that funding for post-secondary education institutions upon the request of the tribe shall go to the tribe or to any tribally chartered division of government or to a tribally chartered program.

The primary intent of this resolution is to support the concept of tribally chartered community colleges where such an institution is deemed appropriate by the tribe. It is also directed at the larger principle recognizing the prerogative of a tribe to develop its own delivery system instead of being forced to create local institutions on the mandate of the federal government, and that pending legislation reflect this prerogative, and

Be it further resolved, That the National Congress of American Indians urge that additional funds be made available at the earliest time possible for those operating tribally-chartered colleges in dire need of funds to meet their expanding needs and to continue their programs as allowed by their charters to the fullest extent of the law and with the guarantee of due process.

Be it further resolved, That the Executive Director of the National Congress of American Indians take all necessary action to expedite this resolution.

INDIAN EDUCATION CONCERNS COMMITTEE

Policy Resolution No. 5

TRIBAL GOVERNMENT AND INDIAN EDUCATION

Adopted October 22, 1976

The primary objective of Indian Education today is the optimum development of the intellectual and other capabilities of each and every Indian child so that his opportunities for a successful adult life are virtually assured.

WHEREAS, American Indian people have always acknowledged the importance of education for their children, and desire their children to be educated. They, then have the right to establish the educational needs, desire, and priorities, to be directly involved in the system which provides the education of their children. They have expressed their desire for better education in many ways, but the primary form of expression is that their children receive not only a formal education, but that their children be taught the spiritual, educational, cultural language, and traditions specific to individual tribal heritage.

Two thirds of all American Indian children now receive their education outside the realm and jurisdiction of tribal sovereignty.

I. They receive their formal education from the public education system provided by the state wherein lies the tribal reservation or other tribal entity. These American Indian children are subject to the same instruction and education program that a-1 children residing in that state are required to receive as determined by those state departments of education. These Indian children attend schools in which an Indian parent is seldom found on a school board or where there is little concerted effort being made to involve parents of Indian children in the educational and other development of their children.

The state education systems do not purport to be responsible to provide any instruction separate from that formal education program established by the state for receiving a certificate of graduation or promotion to a more comprehensive program of formal higher education. The public education systems of the states in the majority of cases do not see their responsibility as being that of providing instruction for Indian children in their native languages nor do they assume the responsibility for instruction related to the Indian students heritage as an American Indian.

II. Except for the Indian students of Indian controlled schools the remaining one-third of the Indian children also receive their education from systems outside the realm and jurisdiction of tribal sovereignty. These children are the students of the boarding and day school system financed and operated by the Federal Government through the Bureau of Indian Affairs. In the majority of cases, this education system is patterned after the formal education of the states wherein the schools are located. With some exceptions, strong programs of

instruction for Indian children based upon their heritage are lacking. This system pays token respect to the involvement of Indian parents or guardians by having Indian Advisory Committees.

In the majority of cases, little authority of substance is granted through which the advisory body can influence the content of the program or establish operational policy for a particular school.

III. Until recently and to a minimal degree, this authority has been maintained and many times jealously guarded by Bureau of Indian Affairs representatives.

Through a system approved by prior federal administrations in the past, other Indian children receive their formal education along with spiritual instruction from religious denomination supported education institutions. This system is likewise operating totally outside the realm and jurisdiction of tribal sovereignty. The educational program is also coordinated with the program content established by the state wherein is located the religious support school.

Instead of a program of instruction related to heritage as an Indian children receive spiritual instruction based upon the theological concepts of the religious denomination which financially supports the school.

The success rate of American Indian children in the school systems named above have been found by a special Senate Subcommittee on Indian Education as being a "tragedy and a disgrace." The compiled drop-out rate statistics of Indian students are higher than any other ethnic group. Indian students were found to be pushed out of high school achieving at a rate close to two years less than their graduating classmates. Indian children were found to fall further and further behind their contemporaries the longer they remained in school. Teachers, by their own admittance, preferred to teach non-Indian children and little attention was paid to the cultural and traditional development of Indian children as desired by their parents.

The majority of our children still receive their formal education from the educational systems with generally the same results found by the Senate Subcommittee.

The exception to the education systems above are today's Indian controlled schools.

The development of Indian controlled schools has its foundation in a number of separate sources.

These sources stem from:

(*a*) Federal policy direction based upon Indian self-determination, existing legislation designed for Indians which grants authority for federal agencies to contract with Indians to operate their own schools;

(*b*) From the religious denomination supported and operated schools turning over to tribal entities the property and administration of their schools; and

(*c*) From Indian people who became disillusioned with the education of their children received and therefore, began programs of education independent of all education systems.

It is the Indian controlled schools of today that represent tribal sovereignty in action as they represent the only educational entities which have been chartered or sanctioned by resolution from tribal governments. None of these schools have developed or are in operation today which have expressed a desire to function totally independent of a tribal government. It is these tribally sanctioned authorized schools which desire to mold the formal education process with that of the values considered traditional, cultural or otherwise so that the development of each and every Indian child receives the total education Indian adults desire for their children. It is these schools which are the leaders in the establishment of school boards elected from among the Indian people. These schools are the schools which are hiring Indian faculty in larger numbers and are making it possible for many children to receive their education at home with the complete involvement and interest of their parents.

It is these schools which represent a major opportunity today for tribes to practice sovereignty as Indian people recognizes it. It is these schools which represent a planned major system through which an understanding of what tribal sovereignty means to Indian people, can be initiated. However, these schools do not operate without obstacles. These schools exist today within the environment of a number of different policies, rather than one policy developed expressly with tribal governments for the administration of these schools. Many separate pieces of legislation govern the existence of Indian controlled schools. Likewise, Indian controlled schools do not have a common funding source from which each will receive a basic annual funding with which to coordinate special

education program money, foundation financial and other private sector financial assistance.

Such schools are being influenced by agencies who do not desire to see the development and success of Indian controlled education, which influences are noted here: (a) teacher certification requirements; (b) education programs not recognized by states because they are not the same as those sanctioned by the states; (c) the requirements of teachers to join state or teacher unions; (d) the enforcement of state nepotism rules on employment of faculty in Indian controlled public schools.

A problem has recently surfaced which carries with it the potential to destroy the movement toward Indian controlled schools. That problem is the statement that Indian controlled schools are undermining tribal sovereignty. This is a serious charge and one which carries the potential for turning tribes against their schools or schools against their tribal governments.

This is a problem which must be addressed and resolved immediately.

The solution reached must be one compatible with respect to tribal sovereignty while yet respecting the rights of tribal members to act as groups or individuals within tribal sovereignty to influence and be involved in the education of their children.

It is therefore recommended that the National Congress of American Indians endorse and encourage the acceptance of the following process by tribal governments:

(*a*) That the National Congress of American Indians endorses the concept of Indian tribal control of education and supports the development of Indian controlled schools within that concept.

(*b*) That tribal sovereignty be protected by the exercise of a tribe's authority to sanction by resolution or tribal charter any Indian school within its jurisdiction.

(*c*) That tribal sovereignty be protected through the development of an educational philosophy and goals, general policies, and comprehensive educational plans for Indian students under their jurisdiction and these philosophies and goals taken into consideration the establishment of appropriate tribal entities which will provide for and ensure that the Indian controlled schools will be operated and administered with the involvement of a designated body (preferably elected) representative of tribal membership.

Any potential conflict between tribal government and school boards can be eliminated by the development of tribal educational plans and the incorporation of education entities under tribal law. The responsibility of education for each can be defined in tribal charters, thereby providing educators the autonomy needed to administer educational programs and insuring tribes that their education plans are implemented. The advantage to each is obvious: The educational needs of tribes are directly addressed and school boards enjoy the jurisdictional protection from state and local governments.

INDIAN EDUCATION CONCERNS COMMITTEE

Policy Resolution No. 4

TRIBAL GOVERNMENT AND INDIAN EDUCATION

Adopted October 22, 1976

Whereas, the National Congress of American Indians, meeting at the 33rd Annual Convention in Salt Lake City having established an Education Committee charged with reviewing resolutions and concerns about improving educatonal opportunities and standards for Indian pepole; and

Whereas, Indian control and self-determination is the desire of Indian people; and

Whereas, Indian control and self-determination been accepted as a basic and fundamental policy of the federal government under P.L. 93–638; and

Whereas, increased participation by Indian people towards self-determination has revealed major gaps in education policy, legislation and administration; and

Whereas, these gaps are barriers to improve educational opportunities and standards of education for Indians; and *now, therefore, be it*

Resolved, That the National Congress of American Indians endorse the concept of Indian tribal control of education and supports the development of Indian controled schools within that concept, and that tribal sovereignty be protected

by the exercise of a tribe's authority to sanction by resolution or tribal charter, any Indian school within it's jurisdiction; and *be it further*

Resolved, That tribal sovereignty be protected through the development of an educational philosophy and goals, general policies, and comprehensive educational plans for Indian students under their jurisdiction, and these philosophies and goals take into consideration the establishment of appropriate tribal entities which will provide for and ensure that the Indian controlled schools be operated and administered with the involvement of a designated body (preferably elected) representative of tribal membership.

STATEMENT OF GEORGIANNA TIGER, EDUCATION DIRECTOR, NATIONAL CONGRESS OF AMERICAN INDIANS

Mrs. TIGER. Thank you, Mr. Blouin.

I am Georgianna Tiger, and I am with the National Congress of American Indians. I would like to express our appreciation for the opportunity to speak to our support of H.R. 9158, and also express the fact that this bill is crucially needed.

Joining me in testimony is Lucille Echo Hawk, secretary of the board of directors of the National Indian Education Assocation. As you probably know, NCAI and the NIEA have worked very closely together in mutual support of this bill.

I might note that it is our understanding that NTCA will be submitting written testimony on this.

At a recent NCAI convention in Dallas, Tex., with various NIEA board members serving on the NCAI Education Concerns Committee, Resolution No. E–23 entitled, "Tribally Control Community Colleges," was submitted by that committee to the convention delegates and passed. It is expected that the same or a similar policy statement will be adopted by the NIEA Board at its October 14–15 meeting.

We, therefore, stand mutually in support of this bill. We believe that continually, over the past several months, and longer than that, before NCAI was actively involved in supporting this bill, the following points are very important in considering this bill.

We believe that the continued lack of educational achievement of rural Indian people has been documented time and time again as a need for this legislation. The continued high dropout rate of Indian college students who attend dominant society colleges; and the high student retention rate of tribally controlled community colleges have demonstrated that there are many other benefits to the entire community besides the academic areas. We feel that they have certainly justified their existence and service to their respective communities.

We believe that it has been documented time and time again that title III of the Higher Education Act of 1965 does not provide adequate funding and will not provide adequate funding, and the Bureau of Indian Affairs has not been able to, in the past, through the authority of the Snyder Act.

We believe that the competition that these tribes must go through on a national level with other institutions of higher learning further puts a hardship on them. This is another reason for the necessity of immediate enactment of this legislation.

It has been demonstrated time and time again that the band analysis is not adequate. We want to point out that this does not mean that we endorse or oppose inclusion of higher education in the band analysis. We do strongly endorse these community colleges where band anal-

ysis is concerned. For them, the band analysis is not adequate, and they must have separate legislation.

I want to quote one point, for the record, from our resolution that was recently passed in Dallas, and that is on the point of tribal sovereignty, which states that upon the request of the tribe that funding for post-secondary institutions: "Shall go to the tribe or to any tribally chartered division of government or to a tribally chartered program."

It is our understanding that the present language of H.R. 9158 embodies the above stated position. On behalf of both our organizations, we endorse the passage of H.R. 9158, and we feel that it is crucially and immediately needed.

Specifically, we are concerned with section 105 of the bill, which states that studies will be conducted under the auspices of the U.S. Office of Education, and funded by the Department of the Interior through this act. Specific language authorizing the Department of the Interior, or the BIA, to enter into such arrangements should be deleted. Section 105(b) by itself provides adequate direction to the Secretary of the Interior to see to the conduct of the necessary feasibility studies within the budget constraints under this act.

This is our only specific recommendation. We would like to go on record supporting title III of the bill, entitled "Navajo Community Assistance Act," and point out that we understand that there will be equitable funding for all colleges under this act.

On behalf of our organization, we would like to commend this committee and the staff for their work on this much needed legislation. That concludes my statement.

Mr. BLOUIN. Thank you.

Ms. Echo Hawk, do you have a statement also?

Ms. ECHO HAWK. I have no additional comments.

Mr. BROWN. Mrs. Tiger spoke for the two of you?

Ms. ECHO HAWK. Yes.

Mr. BLOUIN. I have a couple of questions that I would like to ask. Georgianna, I think that I will start with your testimony, your resolution and the quote from it that you used in your testimony about funding going to the tribe, or the tribally chartered division of government, or to a tribally chartered program.

Do you interpret H.R. 9158 as a flat grant to tribes for higher education. Is that your understanding of the language?

Mrs. TIGER. It is our understanding that the tribal council could be the board of regents for the institution, if they choose. In that respect, certainly, the money would go for the purposes of the act. I think that this is certainly understood.

That has been a very important point in Indian country, which we feel is that everyone is in agreement that should the tribal council wish to receive the money by being the board of regents, they could do so.

Mr. BLOUIN. When I first read your testimony, I was somewhat confused because the bill does require that there be a board of regents. It does not prohibit the tribal council itself from assuming that role, if it chooses, nor does it require it.

It could permit a separate board, and I want to make sure that the record reflects that that point is perfectly understood, and that your organization has understood it and supported it on that basis.

Mrs. TIGER. That is correct.

Mr. BLOUIN. Mr. Quie.

Mr. QUIE. It is my understanding, from what we have heard, that higher education is now under the band analysis. Is it true that in some cases, higher education is funded under the band? For instance, on the second page of your testimony, Mrs. Tiger, you mention that you don't oppose or endorse inclusion under the band. Am I right that presently, it is not under the band?

Mr. CLIFFORD. The Office of Management and Budget mandated a year or so ago that the higher education grant program be taken off the band until such time as the Bureau of Indian Affairs developed objective criteria for uniform standards for administering that program.

Now, as I understand it, the Bureau's intent is, once these requirements are complied with by the Bureau of Indian Affairs as dictated by OMB, the grant program will be put back on the band analysis.

In addition to that, the Bureau of Indian Affairs funds the Navajo Community College, Sinte Gleska College, and the Dakota Higher Education College out of Snyder Act moneys. These moneys are on the band analysis, and as such, the tribes do have authority to decide over those particular issues regarding resources and that sort of thing.

Mr. QUIE. That means that they are in competition.

Mr. CLIFFORD. There is that possibility. For example, if all programs that are in the band analysis are subject to tribal council determination and decisionmaking in terms of resource allocations, the fear that some of the colleges have is that if the programs for developing community colleges are placed on the band analysis, the tribal council's priorities might shift. If they do shift, this could cause a diverting of higher education operational moneys into another particular program that the tribe places higher priority on. This is one of the fears that the community colleges have.

Mr. QUIE. If we enacted this legislation, which would establish a grant of money, providing a one the base amount for an institution, and an additional amount for full-time equivalent student that money could not be used for anything else. Are you suggesting that it would be wise to permit, under the band analysis, the tribe to put additional money into the institution with monies under the band, if they so desire?

Mr. CLIFFORD. I think that in keeping with the requirements, and the spirit and intent of Public Law 93–638, the tribes have the right to decide to make that decision. If the tribes decide that it is necessary to put additional moneys into the program, then, of course, they would make that decision. So I think that it is important and good.

Mr. QUIE. What draws my attention to it is that one of you testified that a purpose of higher education is to strengthen the tribal government. In a general sense, I think this would happen because higher education helps strengthen the U.S. Government, the State government, and so forth, as well.

But if a tribe, particularly, wanted to have some program for the tribal government for a period of time, it seems to me that they should be free to crank additional money into it, in order to solve that problem at that time.

The last question I have is, you say that $3,500 is not enough when you look at the cost of higher education. Your testimony said something about $5,000 or $6,000, as I recall, is closer to the mark.

Do you have any information now on what the present FTE cost is and statistical data to show your projected need?

From your testimony, it seems to me, the FTE costs would be extremely low because you are just scraping along. It is a lot less expensive when you thing of the buildings that are being used. I like the type of education where you have, in effect, colleges without walls, where a lot is being done out in the community. We would appreciate receiving additional figures for the record to strengthen your position.

Ms. HOWARD. I mentioned the figure of $5,000 in my testimony, that is the figure that we perceive that it would cost our students to be educated at the community colleges. The figure is based on the isolation factor. The great distances that are involved when you travel from one community to the other.

A couple of years ago, one of the colleges went through the process of determining the per pupil cost, and at that time it was around $3,500. Since then, the costs have risen. So $5,000 is the figure that we perceive at this particular time.

Mr. QUIE. What kind of student assistance would be helpful too, and what is available to students now? Can the students receive all of the regular aid programs, such as BEOG, SEOG, and so forth?

Ms. HOWARD. A lot of the institutions do not get BEOG. At Fort Berthold we are eligible for BEOG, and the Bureau of Higher Education grant aid program. We are not eligible for SEOG or other educational assistance programs.

Mr. QUIE. I am not surprised, but it would be helpful if you would give us the reasons why.

Ms. HOWARD. Probably one of the reasons, and Mr. Bordeaux could probably speak to that much more because I think he has a lot more figures, but our particular institution at Fort Berthold, one of the reasons is probably the institution that we deal with when we receive title III moneys does not want to stretch the rules to include our students at the reservation, and has given us every reason not to fund them through SEOG. They feel that they do not have a handle on them because they are not campus.

Mr. QUIE. What is that institution?

Ms. HOWARD. Mary College.

Mr. QUIE. This is for SEOG.

Ms. HOWARD. Yes.

Mr. QUIE. Do you know the cost of educating a student at Mary College?

Ms. HOWARD. I would say that it is about $3,800 to $4,500.

Mr. QUIE. That is not the cost to the student. Would you give us the total cost?

Ms. HOWARD. The tuition at Mary College is about $1,400 per semester. So that is $2,800 right there.

Mr. QUIE. I suspect this is the reason why they feel they have a high-cost institution. Therefore, they use the SEOG for those.

Do you have any work study?

Ms. HOWARD. No; we don't.

Mr. QUIE. Why is that?

Ms. HOWARD. Every year we go back to Mary College, and we ask for five slots under work study, and we are told that the allocation already went in and they never considered our students for work study.

Mr. QUIE. Those decisions are made by regional panels, and it may be that Indian colleges don't have the representation there.

Ms. HOWARD. We don't at all.

Mr. QUIE. You don't have any at all. It used to be a really peculiar arrangement, because they tried to use that to help their friends, and there was a great disparity that existed. As I recall, it would run from 90 percent of need to 20 percent of need, depending on the institution. Some of these are still causing problems.

Ms. HOWARD. I am afraid that if financial staff of Mary College were to sit down and assess the needs of the college students, they would find the needs of our students greater than their students. So they wouldn't have the funds to fund our students.

Mr. QUIE. As far as academic standards, how is the accreditation and the evaluation of standards?

Ms. HOWARD. I don't understand what your question is.

Mr. QUIE. Presently there is an evaluation of standards for accrediting—both a formal and an informal evaluation. We have institutions in Minnesota where every student who graduates with a certificate to teach gets a job at public institutions. You have a much smaller percentage that is able to teach.

Part of the reason is that superintendents seem to be friends with private colleges. What I am asking you is, how is that being determined in Indian community colleges?

Mr. CLIFFORD. We have, as we mentioned, 12 chartered community colleges that are members of the American Indian Higher Education Consortium, and therefore are eligible for technical assistance from the staff organization to the college.

Two of those colleges are accredited at AA level; two are candidates for accreditation; two are approaching candidacy status; and there are others which are at varying stages in the process.

As you know, the process involves—If an applicant is going for candidacy status, a study team will come out from the accreditation association and review the institution on a number of variables, facilities, looking at the quality and credentials of the instructional staff, and other variables that they look at.

This is the process by which the concerns that you have are evaluated and addressed, through this evaluation method.

Mr. QUIE. Does the National Congress of American Indians, or does the National Indian Education Association, or do any of the groups address themselves to that, or do you have any thoughts of doing that?

Mrs. TIGER. No.

Mr. QUIE. The thing that makes me wonder, I know that your graduates will be competing with non-Indians in a non-Indian world. But it seems to me that it is also important that people who are Indian, or Indian organizations address themselves, really, as a check to see if you are being judged by the same criteria that address the non-Indian institutions.

Mr. CLIFFORD. Mr. Chairman, I might also point out that the American Indian Higher Education Consortium has a program component area entitled "Accreditation," which addresses itself to assisting and working with the developing community colleges and helping them move toward accreditation.

We recognize that the accreditation is granted through the appropriate accrediting association. What we are hoping to do in the immediate future is to work closely with the developing community colleges, to develop criteria which the colleges can use to evaluate themselves, and use that as a technique to serve as a guide so that they can prepare and move more rapidly toward a position where they can ask the accrediting association to come in and look at the college, either approve candidacy status or full accreditation, as they have developed up to that point.

Mr. QUIE. Thank you.

Mr. BLOUIN. Lionel, you look like you are chomping at the bit. Do you have some comments that you would like to make?

Mr. BORDEAUX. We are one of the colleges that went through the accreditation review, and last year we were given candidacy. Therefore, I would venture to say that had we had the proof that we had better or more stable funding programs, we would be eligible and we would receive full accreditation at the 2-year level.

In the last 2 years, we have been working and expanding our program. Right now we have some graduates at home who, for various reasons, will not or cannot leave the reservation to seek education elsewhere. They need a 4-year program now.

So, already, even before we obtain accreditation at the 2-year level, we are working on plans to go into the baccalaureat level, and to seek accreditation candidacy at the 4-year level.

South Dakota State University, and the University of South Dakota have been working with us. Unfortunately, South Dakota has a very conservative system of higher education. They actually have more schools in their own State than they know what to do with, or can fund.

The board of regents, presently, has put a temporary hold on our request for a 4-year program. We have a seven-party delegation to come out on December 2 to evaluate our school, at which time they will let us know what school we can contract with to start a 4-year program. The earliest that they are talking about is next fall.

Probably by next spring, we are going to approach the North Central Accreditation Association, again, for the completion of an accreditation at the 2-year level, at which time we should have funds in operation to implement a 4-year program by next fall, at which time we will take the next step to seek candidacy status at the 4-year level.

Basically, I would like to address the formula system that we are talking about. It is very difficult for these types of schools, when we really started with such an inadequate system of accounting to begin with. We did not have trained personnel to come in there, and start these programs. As for myself, there was no school that prepared me to become the president of such an institution. So every day it is a trial by error thing.

We recently underwent a complete evaluation of our accounting section. We have not yet implemented it, but up until now we have been operating these programs without any kind of benefit of an indirect cost basis. But you try to establish a track record based on inadequate funding, and we have gone ahead and taken programs with basically direct support, with no additional fringe, you might say.

What this does, basically, is promote a failure system that you have to show can be successful. So in another month, we are going to go into

a whole new accounting system, which then gives us very specific information in terms of indirect costs and this type of thing, which I know you all take very seriously.

Just to show you what the auditors came up with, and gave us for an indirect cost figure for the next coming year, it is a cost figure of 40 percent, which goes to show you the lack of support money for indirect costs that we have been operating with.

I feel that the $125,000 plus $3,500 per FTE is inadequate. Sinte Gleska College is 20,000 feet of operation which cost us roughly close to $100,000 O. & M. costs. In 2 years, we will have opened up without taking into consideration any new planning between now and then, just those costs—In 2 years, we are going to open up, with the tribal council's support, based on the recent public works program, an additional 100,000 square feet, which is going to kick up our O. & M. costs by $250,000, even at a bare $2.50 per square foot.

Our present student population is 357, and we are getting approximately $200 for FTE. We have been doing everything, basically, to try to maintain that kind of FTE right now, because we don't have any place to go.

The old building that you saw when you came down was constructed back in the 1880's. When you are talking about heat in the building, more often than not, the heat is escaping from some crack in the roof that is visible. It does not give you any kind of a basis to work from.

The areas that we basically need for expansion in particular are going to be the natural resources with which we have done practically nothing. We are talking about probably an additional 50 staff members that we would like to have to accommodate this 100,000 square feet that we are opening up. We are basically talking about a program just for O. & M. and personnel that is going to run us to about $1.5 million, not to mention the support costs which are probably an additional 25 percent. So we are basically talking about $25 million in 2 years, just with the present buildings that we are anticipating right now.

Our next move will be to start a bookstore, a student credit union and a cafeteria, and that has not taken that into consideration.

So the $125,000 plus $3,500, and even at a 300 FTE, we are only getting about $1.2 million. We are basically $100,000 short of our goal. If we could up that $125,000 to half a million, certainly we would request that increase.

Mr. BLOUIN. There is another option. You could cut down your program system a little.

Mr. BORDEAUX. We have yet to start. We have a basic program, and it is hard to come up with these types of figures, when we don't have that type of expertise in the field and to bring in consultants to have the type of accounting system. That oftentimes precludes the integrity of what you are talking about. I know that the burden is on us.

Mr. BLOUIN. If there was a change in the law, in the Federal student aid package that would allow the students at those colleges be eligible for the entire package, provided their income factor was eligible, Would that pick up the slack, if all of your colleges were eligible for BEOG, and SEOG, and Work Study, Student loans, and so on?

Mr. BORDEAUX. The programs there do not really address the institutional needs. Those programs basically go into the student aid.

Mr. BLOUIN. To help them meet the tuition need.

Mr. BORDEAUX. We don't get any type of indirect costs from those moneys to put in the program's operation.

Mr. BLOUIN. But you could adjust your tuition accordingly.

Mr. BORDEAUX. We could adjust the tuition.

Mr. BLOUIN. Looking at it from the technical point of view, in terms of the political probabilities of one approach over another, I know that every year we pass a reallocation resolution effectively from Congress that takes the surplus from the work study package, for instance, and allows it to carry over, because every State always ends up turning back some of their moneys.

In that instance, just that one little section of the total student aid package, a change in the law wouldn't even affect the appropriation because there is always a carryover. It would be easier to get that change than it would be to raise the $3,500 figure.

Mr. BORDEAUX. Tuition fees pay for a very small part of the education of a student. It is really inadequate, particularly in our situation. If we had ongoing programs that we could point to, campus or whatever model that you have, and if you had an ongoing program, maybe tuition fees could better address your question.

But we are an outside program, and we are talking about the acquisition of new facilities.

Another reason that I would recommend a change in the particular formula is that the additional 100,000 square feet of space is going to call for additional furniture, and additional equipment, computers, and these types of things that are, again, going to kick that initial figure a lot higher, and $125,000 plus $3,500 would not give us the type of facility and equipment that we are going to need for these buildings. So somewhere in there, we will have to program some money for support.

Mr. BLOUIN. Let me ask you about title II. Title II gets a construction grant, which also, as I understand it, includes equipment as well as the basic structure itself. Is your concern the cost of the structure and paying for it, and funding sufficient dollars for it?

Mr. BORDEAUX. Plus the need for additional—it will not be too long before we will be having a morale problem within our staff because when we started these colleges, basically, the people started really working on commitment. We started a Bachelor person at $8,500 a year. It is ridiculous for somebody to go some place to work at $8,500. We started our Master's people at $10,500. We started our Doctorates at $11,500. That was all we could afford.

While 4 or 5 years ago when these people came in at $5,000, based on the percentage, they might now be up to $11,500. Now when we go out and seek some person to come in at $11,500, the older teachers say that we have to give them $13,500, and if we have someone working there that has been there but is only getting $12,000, it begins to cause some friction.

Additionally we are not even addressing the increase to bring it up to a level of those people who have been working there based upon their own commitment. Yet, you are talking about getting into a whole new area of energy, natural resources. We are talking about some specialists that are going to cost anywhere from $15,000 to $20,000, and we are going to be needing another quarter of a million dollars just to get the type of people that we are talking about when we are

talking about strengthening the tribal government, getting tribes into the area that they are going to be needing within the next 25 years.

Mr. BLOUIN. Thank you, Mr. Bordeaux. Do you folks have any final comments that you would like to make?

Let me thank you for coming. Thank you for your support of the legislation, and the suggestions that you made in your testimony. We will seriously consider them for incorporation.

The next panel is made up of the rest of the witnesses. Mr. Wilson Skeet, vice chairman, Navajo Tribal Council, Navajo Nation; Carl Todacheene, president, board of regents, Navajo Community College; Mr. Donald McCabe, president, Navajo Community College; and Mr. Roger C. Davis, chairman, board of regents, College of Ganado.

If all of you would come up to the witness table. You have prepared statements, and they will be made part of the record, if you would care to summarize the major points.

Mr. TODACHEENE. I would like to apologize for Mr. Wilson Skeet who has had transportation problems. He has missed his connection and therefore he is late.

Mr. BLOUIN. Let me say, for the record, that his testimony will be inserted in the record, even if he misses the hearing.

[Testimony of William Skeet follows:]

TESTIMONY OF WILSON SKEET, VICE CHAIRMAN, THE NAVAJO NATION, WINDOW ROCK, ARIZ., ON H.R. 9158, PRESENTED TO CONGRESSMAN WILLIAM D. FORD, CHAIRMAN, SUBCOMMITTEE ON POSTSECONDARY EDUCATION, U.S. CONGRESS, OCTOBER 13, 1977

Mr. Chairman, my name is Wilson Skeet and I am the Vice-Chairman of the Navajo Nation Tribal Council. It is, indeed a pleasure for me to appear before this Committee to discuss H.R. 9158, and especially Title III which authorizes certain grants to provide greater educational opportunities for the Navajo people.

Also, with your permission Mr. Chairman, I would like to introduce members of our group who work directly with the planning, implementation and administration of Navajo Community College (introduce members present). Later, Mr. Todacheene and Mr. McCabe will provide additional information about our concern with H.R. 9158.

Nine years ago, in 1968, the Navajo Community College was chartered and established by the Navajo Tribal Council. Our Council is equivalent to a State Legislature and can and does enact Legislation of interest and benefit to members of the Navajo Nation. We believe the Tribal Council was wise in establishing Navajo Community College since the need for educational and occupational training is most acute. The Navajo Nation does realize that its ultimate goal of self-sufficiency depends on education. Those benefits which accrue to the Navajo people as a result of social and economic programs are directly related to education.

The Navajo Nation has many natural resources which can be developed but the Navajos would prefer developing such resources using its own professional and trained manpower and thus accrue to themselves the economic benefits as well as to enhance the professional and technical development of the Navajo people.

While we realize it takes many years to attain such levels of human development and training, the College was initiated to address this need. The College has been successful in carrying out the charge as mandated by the Navajo Tribal Council. However, educational demands have exceeded Navajo Community College physical capacity. Now, we must have new resources to expand the Navajo Community College plant facilities and to provide increased opportunities to many Navajo and other Indian students who wish to enroll in the College and training workshops at a location as close to home as possible.

Mr. Chairman, the Navajo Tribal Council in its wisdom started the College with limited financial resources in the beginning. Now, the Council has not been de-

terred from its original concept of a Navajo controlled and administered College to meet educational demands. The Council realizes that the College must expand and deliver its educational services to other parts of the Reservation. Educational opportunitis must be made readily available to a larger segment of our society.

Education and training for our people is important, perhaps more important than these skills are to the peoples of so-called undeveloped Nations in the world community. I say this because we live right here in America in the midst of a highly developed dominate society and see the benefits which accrue to people who possess the right education, the right occupation, and so forth. In other words, the training one acquires makes on employable and a contributor to society. This person becomes an asset rather than a liability to the community.

It is the hope and desire of the Navajo Nation that this Committee will find our requests worthy of support so that H.R. 9158 will be recommended for floor action at an early date. Recommendations for modifications to H.R. 9158, Title III, will be covered by Mr. McCabe in more detail. The Council supports these modifications and will support other changes so long as the original intent contained in H.R. 3827 is not compromised. Thank you.

RESOLUTION OF THE NAVAJO TRIBAL COUNCIL

ENDORSING AND SUPPORTING HOUSE BILL 3827 AND SENATE BILL 468

Whereas:

1. By Resolution Nos. CJV–87–68 and CN–95–68, a Community College was created and chartered by the Navajo Tribe as a major step toward meeting the higher education needs of the Navajo youth; and

2. In December of 1971, Congress passed the "Navajo Community College Act", Public Law 92–189, in coordination with Tribal efforts to provide such higher education opportunities, and thereby provided funds for construction and operation of a permanent college site at Tsaile, Navajo Nation (Arizona); and

3. During the past six (6) years, the Navajo youths have increasingly taken advantage of the college facilities, including extension courses at various other locations, necessitating the establishment of a branch campus in Shiprock to help train a generation of Navajos to obtain full advantage of economic and employment benefits offered by the Navajo Indian Irrigation Project and other economic development programs; and

4. The growth and greater significance of Navajo Community College to the future of the Navajo Tribe and its people has created additional need for expanded facilities at Tsaile and additional campus sites within the Navajo Nation; and

5. Representatives and Senators to the United States Congress have recognized the need, and in cooperation with Tribal and college officials have prepared and introduced House Bill 3827 and Senate Bill 468, companion bills, to provie methods of funding the growing future of Navajo Community College.

Now therefore be it resolved, That:

1. The Navajo Tribal Council reiterates its full support and endorsement of House Bill 3827 and Senate Bill 468 to provide expanded higher educational opportunities to members of the Navajo Tribe residing within the Navajo Nation.

2. The Navajo Tribal Council strongly recommends that the Congress continue to support and maintain Navajo Community College as a separate and unique institution, created as such to meet specific needs of the Navajo people, which are dissimilar in important respects from other Indian tribes and their educational needs.

3. Copies of this resolution shall be prepared and transmitted to the President of the United States, the Secretary of the Interior, the Commissioner of Indian Affairs, and appropriate members of the Congress.

CERTIFICATION

I hereby certify that the foregoing resolution was duly considered by the Navajo Tribal Council at a duly called meeting at Window Rock, Navajo Nation (Arizona), at which a quorum was present and that same was passed by a vote of 40 in favor and 0 opposed, this 17th day of June, 1977.

_____, _____,

Navajo Tribal Council.

STATEMENT OF CARL TODACHEENE, PRESIDENT, BOARD OF REGENTS, NAVAJO COMMUNITY COLLEGE

Mr. TODACHEENE. I am Carl Todacheene, president of the board of regents of the Navajo Community College. At this time, I would like to introduce some of the members of the board of regents.

Sitting in the audience is Dr. Yellow Hair, a member of the board of regents covering the western part of the reservation; in the audience also, Mr. George James, a member of the tribal council, and he represents the Chinle portion of the agency on the Navajo Reservation. We have with us Mr. Robert Billy, who is also a member of the tribal council, and he serves the board of regents at large, since he is the chairman of the Navajo Tribal Education Committee.

I appreciate this opportunity to present my testimony on H.R. 9158 and especially title III of that legislation, since I have been involved in the development and growth of our college since its inception. As Vice Chairman Skeet indicates in his written testimony, the college's growth in terms of students has been amazing. During our first full academic year, we had around 300 students. Last year, we enrolled over 3,000 students. Our potential target of student population exceeds 50,000.

We, of course, have a supply and demand problem for our educational programs since we presently have course offerings within a limited geographic area. When you realize that the Navajo Reservation is about the size of the State of West Virginia, you begin to understand why we need more facilities in a wider area to reach our most densely populated communities.

The board of regents, over a period of about 5 years, have examined and reexamined a reservationwide growth strategy for educational opportunities at the postsecondary level. We believe that what is now contained in H.R. 9158 will adequately address the needs so that the opportunities the college provides will reach a wider area and more people.

Our primary concern is that the bill, if it is enacted into law, will be misinterpreted by the Federal bureaucrats to fit their scheme of administration. To avoid misunderstanding, we recommend that the Secretary of the Interior be directed to remove the funds appropriated under this legislation from the band analysis.

The band analysis, I am sure you know, is a management tool for identifying priorities. If this bill is successful, it should be recognized that the funds appropriated are grant funds for which the Navajo Tribal Council is directly responsible and accountable, rather than the Federal Government through the Bureau of Indian Affairs.

We believe the funds appropriated under the auspices of this legislation should not be clouded or colored under the guise of good management concepts by placing the funds under the band analysis of the Bureau of Indian Affairs.

We recommend that the funds be exempted from the band analysis and this mandate be embodied in the bill as specifically and clearly as may be possible in order to overcome bureaucratic intents as opposed to congressional mandate. If we had more time, we could tell you a lot more of the games that the BIA bureaucrats play. I guess they have to earn their pay.

Notwithstanding such problems, Navajo Community College has grown so that a full-fledged branch campus is operating in Shiprock, N. Mex. This is about 150 miles due northeast of the Tsaile campus in Arizona. Of course, at Shiprock, the college uses borrowed facilities.

Shiprock is the largest community on the reservation and, consequently, facilities, while limited, are available through other tribal and nontribal agencies. In the development of our additional campus, we plan to locate another branch campus on the far western portion of our reservation.

Another five sites will be selected by the board of regents for day class centers. With facilities at each place annual enrollment should double and consequently the college would need operating and maintenance funds to accommodate larger area and population.

The board of regents requests that this committee recommend this bill for approval at the earliest possible date. Especially since we at the Navajo Community College have been working on this for over 2 years and the need grows greater every day.

We support H.R. 9158, but we do not want to compromise the original intent of H.R. 3827 as was introduced in February 1977.

Thank you very much for allowing us time to testify.

Mr. BLOUIN. Thank you.

Mr. McCabe?

STATEMENT OF DONALD A. McCABE, PRESIDENT NAVAJO COMMUNITY COLLEGE

Mr. MCCABE. Mr. Chairman, I am Donald McCabe. I am the president of Navajo Community College, and I am pleased to have this opportunity to testify before the committee. Usually, when you follow another speaker on the same subject, that leaves the last person very little to say. However, I would address the various concerns more specifically and in greater detail.

First, we at the Navajo Community College endorse and support the overall concept embodied in H.R. 9158. I am sure that the other tribal groups will benefit from the intent and purpose of this bill, especially since the need for similar education and training programs is essential for the development of the several Indian reservations throughout the country.

Since titles I and II of H.R. 9158 do not pertain to the Navajo Community College, I will direct my remarks to title III which addresses the Navajo Community College's needs.

As Mr. Todacheene indicated, the Navajo Nation has H.R. 3827 pending before this committee. We formerly indicated that we would not be strongly opposed to merging our bill, H.R. 3827, with the Tribally Controlled Community College Assistance Act. As a result, H.R. 3827 is now concluded as title III of H.R. 9158. I would like to emphasize one point regarding this merger.

It was our understanding that if for some reason titles I and II became bogged down in committee, serious thought and action for approval of H.R. 3827 would be forthcoming. We hope that H.R. 9158 will be passed, and that this will not be the case, but the information

available to us seems to indicate otherwise. With this caveat, I will present our views with respect to title III of H.R. 9158.

I will present our recommendations for certain changes. We have no objection to the language beginning with line 18, page 14, through line 20, page 15; however, turn to page 15 of H.R. 9158 and refer to line 21. We strongly recommend that fiscal year 1979 be the date of enactment.

Our concern is the need for a specific date when the authorization and, therefore, appropriation will be forthcoming. Realizing that Federal budgets must be in the Congressional Budget Office by May 15 of each year, we feel that by designating fiscal year 1979 as the funding date, the college can anticipate funding beginning with the next Federal fiscal year following enactment of this legislation.

In addition, we would prefer that the first fiscal year be 1979, but in order for that to be done this legislation must be enacted prior to May 15, 1979. I want to emphasize that the college is growing, and in order for us to effectively plan our construction program, we must have a specified time frame so that we can implement an orderly plan for growth for our institution.

I would like to specifically state another recommendation and explain why. Turn to page 16, the last page of H.R. 9158, and refer to line 1. We recommend that the words "described in subsection (a)," be stricken.

Appropriations for annual operation and maintenance have a precedent and should be continued for the benefit of our students. If appropriations for operation and maintenance are granted for each fiscal year described in subsection (a), the funds will be made available for only 3 years.

I am sure that this is an oversight since the $15 million Navajo Community College facilities cannot continue without annual support for operation and maintenance from the Federal Government.

The second recommendation is to strike "$125,000 plus $3,500" on lines 2 and 3, and line 14 of page 16, of H.R. 9158, and insert "$5,000." The formula would be based on a cost of $5,000 per student. This amendment is offered to reflect the cost of educating full-time equivalent Indian students in an isolated area.

If one were to carefully study and compare the Bureau of Indian Affairs' three postsecondary institutions—namely, Haskell Junior College, Lawrence, Kans., the Institute for American Indian Arts, Santa Fe, N. Mex., and the Southwest Polytechnic Institute, Albuquerque, N. Mex.—the findings would reveal an average annual per student cost to be about $7,000. Note that Haskell Junior College of the Bureau of Indian Affairs in its fiscal year 1976 budget had requested a per student cost of about $5,500.

In contrast, the Navajo Area Office of the Bureau of Indian Affairs in fiscal year 1977 allocated Navajo Community College an amount equal to $2,600 per pupil. I believe that Indian students in our school should be funded no less than the Indian students enrolled in the Bureau of Indian Affairs' postsecondary schools, as stipulated in the original Navajo Community College Act.

We also found that the combined student enrollment for 1976 for the three aforementioned Bureau of Indian Affairs' schools was about 2,500 as compared to Navajo Community College's enrollment of 3,000.

The next recommendation I have is to preserve and mandate the language in subsection (c) of page 16 of the bill. The intent of this subsection is to prevent the Bureau of Indian Affairs from commingling funds appropriated under H.R. 9158 and using the funds for purposes other than the Navajo Community College.

This is the extent of our concerns with respect to the bill. We hope due consideration would be given to our views. I want to make one final plea for the elimination of the $125,000 basic allocation for those reasons I indicated. In addition, please consider the situation of the Navajo Tribe. As the largest Indian tribe in the Nation, numbering approximately 150,000, and with its sprawling reservation that spills into Arizona, New Mexico, and Utah, a land mass the size of West Virginia, its needs and priorities for development are different from other Indian tribes. Therefore, to compare its situation with that of the other tribes as being similar is not to do justice to the Navajo people.

These language changes are necessary simply to assure that the Bureau of Indian Affairs will adequately budget and fund the Navajo Indian Tribe for maintaining its college.

We also understand that there is a debate among Indian groups about circumvention of tribal authority. I want to point out that the Navajo Community College was chartered and established by the Navajo Tribal Council through the powers and authorities vested in it. The tribal council has every right—indeed, the authority—to require of the college to do what the council deems fit and proper.

The council also empowered the college with certain powers and authorities among which is to seek and acquire financial resources. The council maintains control and communication through the elected chairman of the tribe and five reservation agency representatives who are elected councilmen and who sit on the board of regents. Three others are appointed by the chairman.

The point I wish to make is that the college, by any stretch of the imagination, does not circumvent tribal authority. The funds which will have been appropriated and will be appropriated under authority of this bill, when enacted into law, will, as we see it, be new authority for the Bureau of Indian Affairs above and beyond the authority it now has for budgeting for Bureau of Indian Affairs programs and projects.

The Navajo Community College is not a Bureau of Indian Affairs program. It is a Navajo tribal program for which the Congress has and, we hope, will continue to appropriate moneys. This is the crux of the contention between Navajo Community College and the Bureau of Indian Affairs. We maintain that Navajo Community College appropriations are grant funds funneled through the Bureau of Indian Affairs to the Navajo Tribe as contained in Public Law 92–189, the Navajo Community College Act of 1971.

On the contrary, the Bureau of Indian Affairs contends that the authority from which the Bureau of Indian Affairs' appropriations are derived is contained in the Snyder Act and which the Bureau of Indian Affairs uses as a catchall for appropriation purposes, even when new and/or more relevant and recent legislation exists.

By citing the Snyder Act, the funds are then subject to tribal council prioritization, but never does control and administration of programs and projects pass to the tribal council.

Navajo Community College takes the position that through this special legislation, the funds appropriated for Navajo Community College should be earmarked as such and not subjected to Federal bureaucratic games over which the tribe has no legislative authority or control.

This is a roundabout way of saying that the Secretary of Interior and the Office of Management and Budget should be required by legislation to recognize Navajo Community College's annual budget requests. This is what lines 6 through 13 of page 16 address.

Only within the last 6 weeks did the Gallup Bureau of Indian Affairs Area Office at a meeting arbitrarily cut Navajo Community College's fiscal year 1979 budget from a proposed $6 million to $4.5 million. After much debate, the $500,000 was restored for a total of $5 million. I would like to point out also that $5 million is less than the 2 prior years' budgeted amount.

They derived their alleged authority for adjusting the Navajo Community College budget from the band analysis. This again demonstrates the arbitrary and capricious manner of the Bureau of Indian Affairs.

We want to assure you, Mr. Chairman, that we at the Navajo Community College have enjoyed a good working relationship with the staff of the various education committees of the House, and for this we are most grateful. We look forward to working with you and your staff again in the future so that we might be able to realize the dreams and ambitions of our leaders and to transmit learning to all who attend the Navajo Community College.

Thank you.

Mr. BLOUIN. Mr. Davis, chairman of the College of Ganado Board of Regents.

STATEMENT OF ROGER C. DAVIS, CHAIRMAN, BOARD OF REGENTS, COLLEGE OF GANADO

Mr. DAVIS. Thank you, Mr. Chairman.

I would like to, at this time, introduce some people who are here with me. I have a member of the board of regents of the college of Ganado, Mr. Daniel Benano, a member of the Navajo-Hopi Tribe; Dr. Thomas E. Jackson, the president of the College of Ganado, and our public relations officer, Mr. Gary Townsend.

Mr. Chairman, members of the committe, my name is Roger Charles Davis. I am a Navajo Indian, Census No. 70406. I am a member of the Standing Tower Clan on my mother's side, and the Left-Handed Clan on my father's side. My paternal grandfather is of the Black Sheep Clan; and my maternal grandfather is of the Greater Water Clan. So much for my personal history.

I am chairman of the College of Ganado Board of Regents, chartered in 1969 as a nondenominational, nonprofit, postsecondary educational institution, operating under the laws of the State of Arizona. So, as such, Ganado is one of only two private, independent colleges in Arizona and is fully accredited in that State while being granted status as a candidate for accreditation in 1973 by the North Central Association of Schools and Colleges, continuing normal progress toward full accreditation today.

Ganado's 17-member Board of Regents, which is 75 percent American Indian, is the governing body for an institution serving approximately 500 students, over 95 percent of which are American Indians from 12 different federally-recognized tribes.

Located in the very heart of the Navajo Reservation, some 25 miles from tribal capital at Window Rock, it is scarcely 50 miles from Hopi tribal headquarters at Oraibi, Ariz.

The college, historically and contemporarily, emphasizes academic needs, while also providing employment, specific vocational-technical course work and cultural awareness offerings.

With history dating to 1901, when the United Presbyterian Church began establishing evangelic, healing and teaching programs at Ganado, the 110-acre Ganado compound has evolved into a major nonsectarian educational and health facility on the reservation.

In addition to the College of Ganado, the compound also houses the first comprehensive health care facility in the United States under the direction of a primarily native American board of directors, the Navajo Nation Health Foundation.

As College of Ganado's history, current status, geographic location, student body, and mix of academic and community service offerings present a picture of a unique, Indian-controlled postsecondary educational institution.

In addition to this introduction, I would like to include in the record of these hearings, the College of Ganado case statement, a written summation of the Ganado story. It is small enough, and light enough for me to carry several copies. It is not too voluminous.

Mr. BLOUIN. We have no objection to making it part of the record. We do get nervous with the length of some of the documents, occasionally. It is brief enough that it will be placed in the record.

[The document referred to follows:]

CASE STATEMENT OF THE COLLEGE OF GANADO, GANADO, ARIZ.

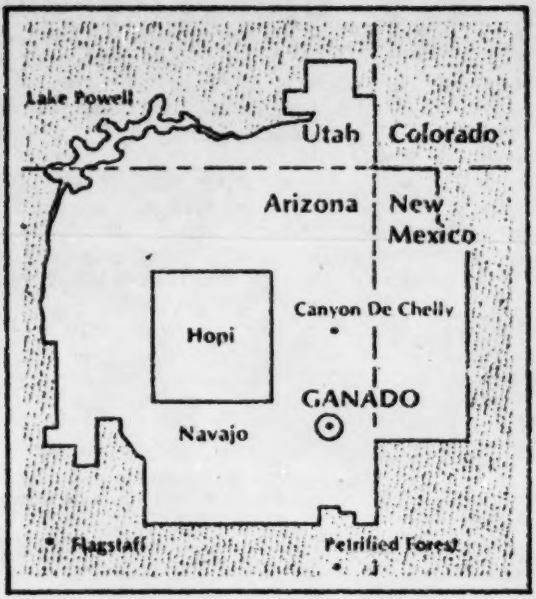
GANADO—AN INSTITUTION SINCE 1901

A RESOURCE IN TIME ON THE NAVAJO INDIAN RESERVATION

Regarding Self-Determination

"Cultural differences are not a National burden, they are a National Resource—the American version of itself is of a nation of citizens determining their own destiny; of cultural differences flourishing in an atmosphere of mutual respect; of diverse peoples shaping their own lives and destiny in their own fashion . . . that is what we understand as the United States of America."

—Senator Robert F. Kennedy at Twin Oaks, Oklahoma February 19, 1968



Shaded areas denote Hopi and Navajo Indian Reservations

A BEAUTIFUL OASIS . . . A GROWING COMMUNITY

Located on an attractive 110-acre site in the heart of the Navajo Nation, the College of Ganado is a beautiful oasis in the Arizona desert. The center of the Hopi Reservation is less than 50 miles and Window Rock, the Navajo capitol, is within 30 miles.

The Ganado campus includes more than 60 buildings, with facilities planned for maximum use and future expansion. Major buildings are situated around "the Commons," and include the classroom building, which houses the recently remodeled and enlarged library; gymnasium-auditorium; chapel; student canteen and dormitories.

Dormitories are available for male and female students and dining facilities are operated by the College in conjunction with its food preparation program.

A modern hospital, public schools and churches are within walking distance of the campus. The surrounding area is rich in scenic beauty that is part of America's history—the Grand Canyon, Painted Desert and other national monuments.

DRAFT ONLY—NOT FOR PUBLICATION OR RELEASE—THE GANADO STORY

Why The College of Ganado and Its Roots in Navajolands.

The College of Canado's Service Role on the Navajo Indian Reservation.

The College of Ganado's Significance for Indian-Controlled Post-Secondary Education.

The Board of Regents—Native American and Self-Determining—Looks Forward with Vision in Charting the Institutions "New Directions" Program.

The Means To Those Ends—

Administration.
Faculty.
Curriculum.
Students and student life.
Alumni.
Library.
Facilities.

The Priority objectives—

Endowment building.
Facilities expansion.
Special program (The Navajo Nation Vocational-Technical Center plan and related energy-resources development technical training),
Current operating funds.

How the priority objectives are to be financed.

The long-range plan (July 1, 1978-June 30, 1983) for reconciling revenues and expenditures for current operations and capital improvement—

Enrollment expectations.
Academic programs.
Community service programs.
Salary levels.
Operating costs.
Investment management.
Resources development.
Construction projections.

A review of how donations can be made—

Corporations.
Denominational.
Direct mail.
Federal government.
Individual donors.
Philanthropic foundations.

Appendices—

Board of Regents.
Financial statement and auditors report.
Internal Revenue Service 501(c)(3) statutory declaration.

WHY THE COLLEGE OF GANADO AND ITS ROOTS IN NAVAJO LANDS

According to the 1970 National Study of American Indian Education (The Havighurst Report, a 3-year effort funded by the U.S. Office of Education), "about 5 times as many American Indians attended College in 1970 as attended 10-years ago." . . . "Numerically, about 12 percent of the college age group. These are relatively high proportions, compared with other American social groups with low family incomes." The report goes on to say, however, that of this 12 percent enrolled, "about 5 percent graduate from college with a 4-year degree." Evidence indicates that this disparity between a relatively high entering percentage, and decidedly low percentage of graduates, is rooted in "the fact that 6 out of 8 Indian Students entering college drop out their freshman year."

This startling statement from a paper commissioned by Region IV-West of the National Association of Student Personnel Administrators, is co-authored by the Dean of Student Affairs at the College of Ganado. American Indians in Higher Education further indicates and the average Indian freshman student faces the following problems:

(1) A poor self-concept relative to non-Indian students,

(2) Poor preparation relative to academic competition with non-Indian students,

(3) Economic marginality, with just enough money to get by on, if managed properly,

(4) Being thrust into an alien environment.

"Given these handicaps," American Indians in Higher Education adds, "it is amazing that as many Indians graduate as do."

The College of Ganado, then, sees as its primary purpose that of working against this trend—to be part of reversing the pattern of 75 percent drop-out for freshman year Indian students.

"For some time now the College of Ganado has been an integral part of Navajo Reservation life. As Navajos attempt to assume a more active part of their social, political and economic destinies, local colleges become very important because they can provide advanced education close to the homes of the students and thus with minimal hardship. The College of Ganado has fulfilled exactly this need through providing training relevant to Navajo needs while at the

same time adhering to rigorous academic achievement. Similarly, the College has made facilities available for special programs which serve unique needs."

—Dillon Platero, Director Navajo Division of Education Correspondence to College President—Spring, 1977.

While not offering the amenities of a large public institution, Ganado does offer a solid, no frills 2-year foundation program designed to address individual scholastic deficiencies, abilties, and needs. Thus, teaching at Ganado is focused on the individual and individualization of learning, a student-teacher ratio of 15 to 1 (up from 9.8 one year ago) existing. Hopefully, the first 2 years at Ganado will prepare the student for the final 2 years in a highly competitive environment and increase a student's chances of taking a functional and productive part of either reservation or mainstream society. In providing an alternative higher education course to those who have failed the senior college or university, and in providing an accredited experience for those whose economic and cultural circumstances make it impossible for them to leave their home for large and urban campuses, the College of Ganado is justified in its existence.

Regarding its program, Ganado has built successfully a developmental skills/proficiency requirement for all students. Through basic attention to the fundamentals of English, Reading, Mathematics and Writing, the close, small teacher-student relationships begin to become productive, and the readily available remedial programs make it possible for students to become senior college caliber material, thus increasing their likelihood for degree attainment and subsequent professional accomplishments.

That the "Ganado Mission" of educational and health services is deeply rooted in the Navajo Reservation is unquestioned. Dating to 1901, when Mr. and Mrs. Charles Bierkemper began religious and educational programs, the United Presbyterian Church has historically carried out evangelical—healing and teaching efforts on the 110-acre Ganado Compound. (The land, under an act of Congress and a deed signed in 1920 by President Woodrow Wilson, is fee-patent land dedicated as private and independent, belonging in perpetuity to the United Presbyterian Church). Soon after the arrival of the Bierkempers, a medical doctor came to Ganado, and by 1911, there existed a medical clinic and a church, in which school was also held.

Over the years the Ganado Mission grew and expanded its services. A regular church was organized and a hospital, dedicated in 1930, was the forerunner of the modern Sage Memorial Hospital founded in 1963. (The hospital is now operated by the Navajo Nation Health Foundation, the first comprehensive health care facility in the United States under the direction of a primarily Native American Board of Directors). During this time, the little school in the church evolved into a full twelve year mission boarding school, from which many of the current Hopi and Navajo Nation Leaders and Professionals have graduated. (Arizona State Senator, Arthur Hubbard, Sr.—the States' only Indian Senator—graduated in 1930, while his brother, Leigh Hubbard, Sr., past executive with the tribally-owned Navajo Forest Products Industries, graduated in 1933, and currently Manager of the town of Navajo, N. Mex., and is a current member of the College Board of Regents. Other current Regents' members and graduates are Chairman of the Board, Roger Davis (in 1946), and Etta Dalton (1933) Assistant, with Mr. Davis also being the Director of the Navajo Division of Natural Resources, and Mrs. Dalton, Counselor to the Ganado Public School System. Other graduates who have previously served as College Regents are present Advisory Regent, Gordon Gorman (1963), owner of the Ganado Round Top Trading Post, Roger Wilson (class of 1949), a community service program director at Northern Arizona University, a former chairman of the Board of Regents, and Philmer Bluehouse, a 1970 Ganado Mission High School graduate. Among the total 657 graduates from the Ganado Mission School, just a few Hopi and Navajo tribal leaders and professionals include Mr. Alvin Dashee (1955), Hopi Tribe Vice-Chairman; Navajo Rough Rock Demonstration School Director, Ethel Lou Yazzie (1963); one of the very few Navajo physicians, Orville McKinley, M.D. (1960); one of the first Navajo nurses, Ruth Henderson Owens, who was in both the first graduating classes of both the Ganado Mission High School (1930) and the Sage Memorial Hospital School of Nursing (1933); Chester Hubbard (1947) former Navajo Tribal Judge and now a Program Officer with the Chinle Agency, Bureau of Indian Affairs; Caleb Johnson (1952), a Presbyterian Minister in Winslow, Arizona, and the internationally acclaimed Navajo artist living in Taos, New Mexico, R. C. Gorman, class of 1950. Graduates among current College of Ganado employees include Gertrude Kurley (1955) Academic Affairs Division, United

Harvey Palmella (1954), faculty member, and Louthella (Bayah) Denny Peshlaki (1959), a secretary in the Career Studies Program.

"The present Chief Administrator is experienced, informed, and effective, with an administrative staff effectively complimenting his leadership role . . . An informed, active and supportive Board of Regents, committed to the community college concept also is a source of strength for the College."

North Central Accrediting Team—November, 1976.

By 1969, with the growth of public education on the reservation rendering unnecessary a mission high school, the school facilities became a Learning Center, soon after to be chartered as an independent, non-denominational, non-profit corporation, operating under the laws of the State of Arizona. As such, the College of Ganado is one of only two private, independent colleges in Arizona. Granted status as a Candidate for Accreditation in 1973 by the North Central Association of schools and Colleges, it continues normal progress toward full accreditation today. In its most recent visit, November 1976, the Accrediting Team listed as an area of major concern "the loss of $350,000 in financial support from the United Presbyterian Church, as it amounts to approximately one-third of the institution's yearly operating budget." This major concern has been ameliorated, as the loss has been compensated for, and the fiscal year 1977–78 budget is balanced at an expenditure and revenue level of $1,500,000.

THE COLLEGE OF GANADO'S SERVICE ROLE ON THE NAVAJO INDIAN RESERVATION

The College of Ganado seeks, within the context of the total Native American community which surrounds it, and with sensitive attention to the cultural heritage and continuing needs of that community, to offer comprehensive opportunities for education and personal growth. The college values its long heritage of service within the historic Presbyterian tradition on this campus, emphasizing the fundamental value of the person, stressing learning as a life-long experience, and seeking to develop within its students high standards of scholarship and ethical behavior.

"The Navajo young people are continually seeking to better themselves through higher education in colleges and universities. The influx of Navajo young people entering state institutions has created a need for additional facilities to compensate for the demand. The College of Ganado which is a private institution, can fill this need and alleviate the overcrowded facilities of the Navajo Community College and other surrounding institutions. The College of Ganado also has the ability to familiarize students with college life while they remain in their home area and prepare themselves for assimilation into a four-year institution.

Peter MacDonald, Chairman, Navajo Tribal Council, Correspondence to the College Board of Regents—Spring, 1977.

The College of Ganado seeks to offer—in an atmosphere of mutual respect, trust and free inquiry of ideas among administrators, faculty, students and residents of the area—educational programs designed to implement the philosophy of the college:

—Courses to develop personal competencies essential to effective performance as adult members of society;
—Courses in small classes on the Freshman and Sophomore levels parallel to those offered in universities and 4-year colleges for the purpose of transfer;
—Courses designed to develop marketable skills;
—Courses to enable persons of all ages to pursue personal interests and life goals;
—Courses for exploring the many facets of North American lifeways.

The accomplishment of these objectives will require that the college shall:

—Maintain a faculty of high academic quality and ability to relate to students as persons;
—Provide counseling services: vocational, academic and personal;
—Maintain a relationship with agencies and persons within the Native American Community;
—Cooperate with other educational institutions in building programs to meet those objectives.

It shall be the consistent policy of the College of Ganado that its services will be limited only by adequacy of facilities, availability of qualified instructors and degree of demand; whenever sufficient demand exists, facilities and instructors will be sought.

"In behalf of the Hopi Tribe, I extend to you our sincere gratitude for your unhesitating efforts in educating brothers and sisters. To the Hopi Indian, unwavering courage for a just cause of educating each person that goes through your classroom doors is one of the most respected qualities that a Chieftain may possess. You have not been found wavering.

Alvin Dashee, Vice-Chairman, Hopi Tribal Council Convocation correspondence to College President, September, 1976.

THE COLLEGE OF GANADO'S SIGNIFICANCE FOR INDIAN-CONTROLLED POST-SECONDARY EDUCATION

"The Congress, after careful review of the Federal Government's historical and special relationship with, and resulting responsibilities to American Indian peoples, finds that the prolonged Federal domination of Indian service programs has served to retard rather than enhance the progress of Indian people and their communities by depriving Indians of the full opportunity to develop leadership skills crucial to the realization of self-government . . . The Congress further finds that true self-determination in any society of people is dependent on an educational process which will insure the development of qualified people to fulfill meaningful leadership roles."

The United States Congress, Public Law 93-638, Indian Self-Determination and Education Assistance Act.—January 4, 1975.

Generally speaking, American Indians, as an ethnic group, are a rapidly increasing, geographically concentrated, young, poorly educated and poverty-stricken population. Concentrated in five states, with more than half their 792,730 members residing in Arizona, California, New Mexico, North Carolina and Oklahoma, the American Indian population is the most rapidly increasing of all major ethnic groups. (Between 1960 and 1970, according to the U.S. Census Bureau, the Indian population increased 34 percent from 523,591 to 792,730). And, because of this high birth rate, the Indian population is significantly younger than the U.S. population as a whole, with the 1970 median age for Indians being 20.4 compared to 28.1 years for the total population. Education and income-wise, the comparative statistics are alarmingly significant, with the median number of years of schooling for Indians being 9.8 (as compared to the national average of 12.1 years), and with 40 percent of Indian families below the poverty level, as compared to 13.7 percent for the total population.

"I am aware of the many new challenges facing The College of Ganado at this time. The College must overcome these challenges so it can continue to meet the needs of the Navajo people. It is proven fact that current and outstanding Indian leaders are college educated. Most of them possess an academic knowledge in a field of most benefit to the tribe which overall greatly contributes to the Great American Society."

Eugene A. Begay, Associate Native American Ministries, The United Presbyterian Church in the U.S.A., Correspondence to College Board of Regents—Spring, 1977.

For the Navajo, the statistics are still harsher. According to a 1975 report of the U.S. Commission of Civil Rights, of the 33,000 Navajos 25 years and older, only 4,576 had completed high school and only 325 had completed college. (1970 figures). Further, of the 32 tribal groups tabulated in the 1970 U.S. Census, the Navajo were last in median school years completed—5 years. No other group had less than 8 years and 25 had a median of 10 years or more. "Based on the attainment figures for the over 25 age group, four out of five Navajo students will have dropped out of school before reaching the 12th grade," the Commission concluded.

The College of Ganado, then, is at an important and pivotal place in time for taking part in the post-secondary education and professional and training needs of American Indians. As such, the institution embraces wholeheartedly its role as a provider of resources toward the goal of self-determination in economic, educational, and social matters for Native Americans, and looks forward with heightened enthusiasm to passage into law of an amendment to the Indian Self-Determination and Education Assistance Act (Senate Bill 1215 in the 95th U.S. Congress, the Indian-Controlled Post-Secondary Educational Institutions Assistance Act), whose purpose is to provide grants for the development, operation, and improvement of tribally-controlled post-secondary educational institutions to insure continued and expanded educational opportunities for Indian students.

THE BOARD OF REGENTS—NATIVE AMERICAN AND SELF-DETERMINING—LOOKS FORWARD WITH VISION IN CHARTING THE INSTITUTIONS NEW DIRECTIONS PROGRAM

"The example of self-determination and cooperation demonstrated here is being watched carefully in order to learn and discover new ways of being helpful to people. You set an example of the forceful re-design of old institutions to meet new needs and changing requirements."

The Rev. Robert C. Chapman, The United Presbyterian Church in the U.S.A. At the College of Ganado, Fall Convocation, 1977.

Acknowledging our ultimate responsibilities for the College of Ganado—for its physical plant, personnel and student body, institutional resources, administration, operating budgets, development, endowment and relations with the outside world—at this monumental time in the evolution of education for Native American peoples, this Board firmly believes that the course of development of this institution must lie in the direction of providing service programs to meet community needs on the Navajo Reservation, and, therefore, resolves to collectively committing itself to the accomplishment of these "New Directions" for the College of Ganado:

"The practice of law in the Navajo Courts is becoming more complex each year and the need for proper training of these individuals who appear as counsel is great. The program of the College of Ganado helped immeasurably in preparing advocates for the problems they will encounter in practice."

Virgil L. Kirk, Sr., Chief Justice, Navajo Nation Correspondence to College representative—Spring, 1977.

—the Advocates Training Program, begun in March 1977 through cooperation with the Judicial Branch of the Navajo Tribe, is designed to upgrade the educational level and job effectiveness of Navajo advocates (reservation equivalent to an attorney), train prospective advocates, and, hopefully contribute towards raising the overall judicial standards on the Navajo Reservation.

"There is little problem in placing Ganado program graduates in jobs. In fact, most of them have offers even before they finish."

Betty Rasco, Coordinator, Career Studies Program, College of Ganado—Spring, 1977.

—the *Career Studies Program*, begun in the Fall of 1976 under a sub-contract with the Navajo Tribe's Office of Labor Development, enrolled 95 students and (based on waiting lists) could easily enroll another fifty if housing space were available. The project provides vocational skills training for hard core unemployed and under-employed Navajos aged 18–60, in the fields of office-clerical, sales-clerical, general education development (high school diploma equivalency) food service and allied health records clerks, office receptionists.

"I would like to extend my sincere appreciation to your staff for the excellent training provided to our counselors, and they have indicated that the training curriculum is one of the greatest achievements the alcoholism program has undertaken."

Johnson Yazzie, Sr., Project Director, Office Navajo Economic Opportunity—correspondence to College President—February, 1977.

—the Alcoholism Counselor Training Program, begun in Winter, 1976 through cooperation with the Navajo Tribe's Office of Economic Opportunity graduated 46 persons in its first year. The program is vital and significant, as Navajos, with the highest rate of alcoholism of any ethnic group in the United States (approximately 35 percent of the reservation population of 135,000), in critical need of trained Native American counselors who have an understanding of reservation problems coupled with a knowledge of modern concepts of psychological counseling and the approach to social problems. The college is working towards meeting that need.

"Now we have a start, and we should soon begin to see some progress towards developing potential leaders for our tribe. There has to be a suitable institution on the reservation which can begin to develop promising youth towards becoming highly trained professionals and tribal leaders."

Dillon Platero, Chairman, Board of Directors, The Navajo Academy at Dedication Ceremonies—January, 1977.

—the College of Ganado is the home of the Navajo Academy—the only reservation-based and tribally-operated college preparatory school for academically superior Indian High school students in the country. It is a four year boarding institution, offering a rigorous academic program currently encompassing American History, English, Navajo Culture, Physics and the Social Sciences. Proposed

curriculum additions for the second Academic Year beginning September, 1977 include foreign languages and mathematics.

"The Navajo Educational Hearings, conducted by the Navajo Division of Education in 1975, identified the educational needs of the Navajo people throughout the Reservation. The top priorities listed by the people were for vocational-technical education and the desire for localized schools. Subsequent meetings and hearings have resulted in strong endorsement for the need to continue with the planning for a Navajo Vocational Education Program."

Vocational Education Plan of the Navajo Nation: Navajo Regional Vocational Technical Institute OVERVIEW.

—the Navajo Nation Vocational/Technical Center Plan, with the College of Ganado as its nucleus, (The Navajo Regional Vocational Institute at Ganado, Arizona) and the College's own related planning for energy resource development technical training and assistance. Currently in the advanced planning stages under the guidance of the Navajo Tribe's Division of Education Director, the plan calls for establishment of regional skills development centers, five of them in all, with a supporting satellite in the community of Navajo, New Mexico. The Center Plan may involve construction of a major new facility on or near the Ganado campus, while its concepts and programs are designed to reach a population of 8,000 to 10,000 people on the Reservation.

THE MEANS TO THOSE ENDS

"College of Ganado's endowment is non-existent, but Ganado is rich—in its people, its standards, its traditions. It is my firm conviction that its endowment will eventually mirror its non-tangible resources."

Dr. Thomas C. Jackson, College President at the Fall Convocation, 1976.

College of Ganado's present performance of its 2 year college program flourishes, and combined with the "New Directions" initative, promises much in days to come. But, future performance, in accordance with the demands being placed upon the institution, necessitate a measure of support from both private and public sources never before considered or asked. Presently, the means to those ends (the institution's faculty, curriculum, students, alumni, library and facilities), in various ways, and to varying degrees, are lacking in the face of this immense challenge. Therefore, with the clear and direct assessment of institutional resources currently being carried out under the direction of the College Regents, judicious economies in every operating area are dictated, all the while acknowledging that both sustaining and new substantial support must be forthcoming in order to meet the immediate and projected concerns of the College.

The most immediate need to to retire oustanding debt ($60,000), and to begin building an endowment fund as a source of future operating revenue. The need to retain present high caliber faculty, while adding new in order to continue and expand quality education to a growing student body is apparent, as is the need to continue improving the library—the barometer of the quality of the institution which it serves.

In order to carry out the vision charted by the Administration and Board of Regents, new structures will have to be a part of college plans for the future. New dormitories (implementation of the Navajo Academy, coupled with growth of college enrollment and community service programs have stretched living space on the Ganado Compound to the limit), classrooms, housing and offices will be needed, as will renovation of some of the older buildings to help meet these new needs.

"How long can this outdated facility last without major rehabilitation? From where will the moneys come? Does the college cease to grow as it has been growing because there is no more room? Do we continue to say "No" to new programs which want to come to the college because we have no facilities? I know there are no easy answers for these anxious questions. But I want to go on record as having asked them . . . and to have asked them at this point in the College's history. Determinations are those of the Board of Regents."

Dr. Thomas C. Jackson, College President, Report to the Board of Regents—September, 1977.

Regarding available resources, the College of Ganado—considering its relative isolation in the heart of the vast Navajo Indian Reservation—is long on quality and extremely short in quantity in almost all areas.

Administration.—The 1976 North Central Accrediting Association's report has called attention to the professional training and capabilities of the College of Ganado's chief executive officer, Dr. Thomas Carson Jackson. Formerly Vice

President of Salt Lake City's private, independent Westminister College, and then the intermountain consultant for the United Presbyterian Church at Ganado, he was appointed Chief Administrator in November, 1975. Educated at Boston University, Princeton Teological Seminary, at professional schools in the U. S. Air Force, University of Washington, University of Redlands, Stanford University, as well as overseas studies at the Alliance Francaise in Paris and the Hebrew University in Jerusalem, he is ably supported in his administration by a Director of Business Affairs and a Director of Development and Public Relations (from another college campus), a Dean of the College/Director of Academic Affairs (from the Teaching Faculty of the University of Colorado), and a Director of Student Affairs (from another college teaching faculty). This team has learned to work together efficiently and productively.

Faculty.—Under the guidance of the Dean of the College/Director of Academic Affairs, Dr. Joseph C. Stickler (educated at Ohio Wesleyan and University of Illinois), the twenty-two member faculty teaches in both the academic and community service program areas, this in keeping with its services only by inadequacy of existing facilities, availability of qualified instructors and degree of demand. Faculty quality is increasing annually, with 23 percent of the Academic Year 1977 faculty holding the doctorate degree as compared with 7 percent in Academic Year 1974. (Coincidentally, 23 percent of the 1977 faculty are also Phi Beta Kappa). Adjunct faculty resources (many with terminal degrees) are also utilized to lend depth and enrichment to many curriculum areas. Resources are also available to many curriculum areas throughout the faculties of the large Ganado Public School system, with specialties such as art, rug weaving, and silversmithing offered by artists in the off-campus community.

Curriculum.—The College of Ganado curriculum has been designed to meet the specific needs of students wishing to pursue a higher education. The Board of Regents, the Faculty, and the Administration, along with community leaders, have determined which course selections are the most appropriate. As courses are reviewed and evaluated each semester for their educational value and effectiveness, the curriculum is a constantly changing body of information designed to meet specific needs. All students are encouraged to discuss special course needs with a Faculty Advisor and/or the Director of Academic Affairs. Course offerings are as follows:

DIVISION OF HUMANITIES

Art
English
Journalism
Navajo Language
Philosophy
Religion
Speech

DIVISION OF NATURAL SCIENCE AND MATHEMATICS

Astronomy
Biology
Chemistry
Engineering
Geology
Mathematics
Physical Science Education
Range Science

DIVISION OF SOCIAL SCIENCE AND BUSINESS

Accounting
Anthropology
Business Administration
Economics
Education
Geography
Health, Physical Education and Recreation
History
Home Economics
Library Science
Office Administration
Political Science
Psychology
Sociology

New curriculum and/or revised course offerings during the 1977–78 Academic Year include a complete selection of anthropology courses, courses in elementary short-hand, clothing construction, gymnastics, beginning French, school health education, Native American Studies and conservation. Additionally, beginning in the Fall of 1977, twenty-six courses will be offered through the Evening Division, with nine scheduled for the College's Extension Center at Window Rock High School in Ft. Defiance. (A new special feature course, Native American Studies, will be taught in the Fall Semester by Dr. James F. Kelly, formerly of the faculty at California State University. The court will provide broad based coverage of the struggle of Native Americans to maintain their culture and heri-

tage while looking at contemporary issues including environment, education, the Bureau of Indian Affairs, urban relocation, land management and tribal solidarity). The College Choir is being revived, it being looked upon as a vital extra curricular activity as well as an excellent public relations vehicle.

Students and Student Life.—The College of Ganado is open to all persons of sufficient maturity, regardless of race, color, sex, or religious belief. It is open for the achievement of several different educational goals. Students will be admitted as candidates under a degree program, to obtain a Certificate of Completion or a Certificate of Recognition, upgrading of job-related skills or for accomplishment of personal enrichment by pursuing individual interests. Academic advisors encourage each student to make long-range plans for their college study, especially if they intend to continue their education at a four-year college or university after graduation from Ganado.

"Ganado prides itself on being a location where both the traditional and contemporary, the Anglo way and the Indian way each prevail in harmony. Ganado is a place where young people can find a way to bridge the gap between reservation society and the outside world. At Ganado a youth can remain 'Indian' while enhancing his potential towards becoming a vital working part in the predominately Anglo society or the reservation world."

The Ganado Story CH'I HOOTSO July, 1977.

Tuition for an academic year is $1,155; with no "out-of-state" tuition charges, and a rate of $35.00 per credit hour for part-time students. Recognizing the almost total lack of personal financial resources available to its student body, the College provides comprehensive financial counseling through the Financial Aids Office, a part of the Sutdent Affairs Division of the Administration. With this in mind, the College has developed a financial aid program that practically ensures no student need delay or forego a college education because of lack of funds. The Director of the Financial Aids Office is familiar with all aspects of public funding of higher education including Basic Educational Grant and Supplemental Educational Opportunity Grant. Having an almost 100 percent Native American student body, Bureau of Indian Affairs Financial Assistance Programs and Tribal Grants are also a significant part of student financial aid packages. College and President's Scholarships are also available, being based upon academic excellence, and the College tries to avail itself of private foundation, church groups and individual donor scholarship help where possible. The college is also beginning to develop a corporate "matching" gifts scolarship program as part or a relatively new Student Supplemental Incentive Grant Program sponsored by the State of Arizona.

The College provides a full range of counseling services directed towards each student's needs for guidance and support. Administered by the Director of Student Affairs (a Ponca Sioux), formerly of the Teaching Faculty at Huron College in South Dakota, it is felt that this effort helps students in discovering their aptitudes, assessing their skills, developing career goals, sharpening academic plans and helping with their personal problems.

College life for the approximately five-hundred students, (1977–78 Fall Semester Data Report showing three-hundred and one students with one-hundred and four full-time, ninety-four in the Career Studies Program and one-hundred and four projected for the Community Service programs—(forty in Advocates Training, thirty in Alcoholism Counselor training) and thrity-four Navajo Academy enrollees) is a fine blend of small student body combined with high standards of scholastic accomplishment, on a campus well away from the distractions of urban life, one surrounded by beauty of scenery and sky.

"Let us put our minds together and see what we will make for our children."

Sitting Bull, Chieftain Hunkpapa Sioux, Late 19th Century.

Small classes encourage closs interaction between student and instructor, and the college has selected a faculty that is student-oriented, with a deep concern for the intellectual growth and personal maturity of all whom they teach.

Campus activities are both social and recreational in nature, ranging from spontaneous events in the dormitories and Student Union to organized dances, parties and intramural or team sports. The Associated Student Government, the Dormitory Councils and student clubs develop a wide variety of activities, including dances, pow-wows, movies and informal parties.

The college encourages students who have a common interest—such as Native American culture, rodeo, art, photography, journalism—to participate in clubs to share their interests with others on the campus and to participate with similar groups from other campuses.

And, Ganado's student body, like the institution itself, grows stronger with maturity. Students representing thirteen different American Indian tribes (Apache, Arikara/Hidatsu, Celtic, Hualapai, Hopi, Hopi/Tewa, Laguna, Navajo, Navajo/Papago, Ogala, Paiute, Papago, Sioux, and Zia) are now on campus, with 54 percent from the Class of 1975, and 46% of the Class of 1976 continuing their education at a four year institution. Considering the students upon their arrival at Ganado, an estimated 8 percent of the entering freshmen from the institution's first year 1970, were in the top one-fourth of their high school graduating class, 10 percent in 1975, and a projected 15 percent will be for the 1977 class.

"Educational progress among Indian people must continue but not at the expense of eliminating values of the Indian heritage and way of life. You as graduates must decide for yourselves which direction you think is right for the future."

Dr. William G. Demmert, Jr., Director, Indian Education Programs—Bureau of Indian Affairs, Keynote address at College of Ganado Commencement—May, 1977.

Among College of Ganado Alumni, of the eighty-three graduates in the institution's short seven-year history as a post-secondary institute, 50 percent of the first graduating class (1973) have since attained their Bachelors Degree from a four-year school. Regarding graduate school and ultimate occupational choices for these and subsequent graduates, additional passage of time will be necessary for the unfolding.

"On May 21, 1977, the College of Ganado had its 5th Annual Commencement, graduating 23 students with associate degrees. This was the largest graduating class in the history of the College."

Report to the Board of Regents, Division of Academic Affairs—July 16, 1977.

With encouragement that Indian-education being accelerated by passage into law on January 4, 1975 of the Indian Self-Determination and Education Assistance Act, future postsecondary educational opportunities and attainment for Native American peoples can be considered with optimism—an optimism however guarded by knowledge of the negative legacy from United States Government historical trustee relationship with American Indians.

The Library.—Centrally located in Salsbury Hall, the Library provides a pleasant, quiet place in which to study and for research and leisure reading. The book collection of some 13,000 volumes is accessible for student and community use, open shelves assuring easy availability to all. The Library subscribes to some two hundred magazines, professional journals and newspapers, including a representative selection of Native American publications. Special collections include an Indian Studies Collection of more than six hundred titles and archives of the Ganado Mission dating back to 1901.

Facilities available for student use include typewriters, a photocopy machine, a record collection of some five hundred titles with private listening by headsets, and microfilm and microfiche readers.

"The scope of a college is declared in its library."

M. Carey Thomas, Second President Bryn Mawr College—1918.

While the projection of 14,000 volumes for the 1977–78 Academic Year is an increase over the currently available 13,000 volumes, it in no way satisfies Ganado's library acquisition needs. New funds must be secured to augment the program of current acquisitions, to permit the College to fill significant gaps in its collection, and to ensure needs of the College and the extended Ganado community.

The Gymnasium.—Classes in health, physical education and recreation are held in the Gymnasium, which is the center for intramural team sports and limited intercollegiate competition. It also houses a regular schedule of college dances and becomes an auditorium for plays and concerts. The Gymnasium also serves as a recreation center for the entire Ganado community, an arrangement not altogether adequate for a large community with such diverse recreational needs; however, barring a major facilities expansion capital campaign, this arrangement is necessarily satisfactory.

The Bookstore.—Operated by the College as self-supporting, auxiliary enterprise, with earnings contributed to the institution's General Operating Fund, the Bookstore is located conveniently on campus, while designed to be an Academic Resource Center for the college community and the Ganado community at-large. As the enterprise now operates in seriously inadequate facilities, this is limiting the variety of merchandise and services offered—even while maintaining the

largest general book department and the only special order service on the Navajo Reservation—all local residents would greatly benefit from an expanded bookstore facility. As part of the Community Center, in the proposed facilities expansion Priority Objectives, an increase from the present 450 to approximately 1,500 square feet would enable this enterprise to meet many currently unmet and identified needs.

The Dining Hall.—The spacious Dining Hall has a first floor cafeteria operated under contract by Saga Foods, Inc., one of the largest national purveyors of food services to colleges, hospitals and other institutions. All students residing on campus are automatically on the Boarding Plan and take all their meals in the Dining Hall. Seating is flexible in order to encourage personal conversations and to permit mealtime meeting of clubs, the Student Senate and other groups.

The Dormitories.—College student residences are small, with individual sleep-study rooms having space for one to three students. Each residence has a common room with recreational equipment, comfortable furniture, television, and place for preparing informal snacks.

Dormitories are supervised by a live-in Dormitory Resident Director, under the general supervision of the Director of Student Housing, and are disciplined by a Dormitory Council composed of and elected by students living in the building. Each floor is monitored by Resident Advisors (R. A.'s) who are students living in the building and elected to the position.

Married students' housing is non-existent. In order for a couple to be considered for residence, both must be full time students of the College and both must take their meals on the Boarding Plan in the Dining Hall. There are no child care facilities on campus. Dormitory and housing additions are a major, unmet priority objective at Ganado.

The Student Union.—Campus social life centers in the Student Union which offers recreational equipment, stereo, color television, cold drinks, a sandwich and snack service. It is a gathering place for students where contests, tournaments, informal dances, parties and movies occur.

Mr. DAVIS. Based upon its unique status as a private and independent postsecondary institute, having evolved from a long history as Ganado Mission High School, as a result of the great demand for Indian-controlled community colleges on the reservation, Ganado's struggle for financial self-sufficiency is double edged. It is beset with all the ills facing private, independent colleges in the seventies, those of inflation swollen operating budgets, eroding private and public giving and stiff competition with publicly supported schools, compounded by the harsh reality that because of its relatively extreme geographic isolation and student body composition, it lacks alumni board, friends, and parents who can provide financial support for endowment building. Its struggle for continued existence is, therefore, a decidedly "uphill" fight badly needing immediate assistance.

There are a few other postsecondary institutions in similar situations to that of Ganado's, most notably Bacone College in Muscogee, Okla., with a 100-year-old history and Sheldon Jackson, also 100 years old, in Sitka, Alaska.

For example, Bacone has a student body of 550 students and a $2.2 million budget, similar to Ganado's approximately 500 students and $1.5 million budget. President Wesley N. Haines at Muskogee and president Hugh Holloway at Shelden Jackson, have discussed the significance of H.R. 9158 with our president, Dr. Thomas C. Jackson, and have requested that Ganado's testimony today reflect their common concerns, that concern being that these Native American-controlled institutions, which have for 75 to 100 years been providing educational services for students coming from the various native communities, will not be allowed to participate in any grant program resulting from H.R. 9158 as presently written.

We at the College of Ganado, and the board of regents, know that the bill provides that in section 103, to be eligible for assistance under this title, a tribally controlled community college must be one which:

(1) Is governed by a board of directors or board of trustees, a majority of which are Indians;

(2) Demonstrates adherence to stated goals, philosophy, or a plan of operation which is directed to meet the needs of Indians; and

(3) If in operation for more than 1 year, has students, a majority of which are Indians.

Mr. Chairman, the College of Ganado meets these requirements, having a board of which 12 of the 16 members are Indian, having been in operation as a postsecondary institute since 1970, and whose student body is over 95 percent American Indian, with a plan of operation that states:

> It shall be the consistent policy of the College of Ganado that its services will be limited only by inadequacy of facilities, availability of qualified instructors and degree of demand; that whenever sufficient demand exists, facilities and instructors will be sought.

College of Ganado meets the three criteria, and therefore, I would like to respectfully submit that Ganado's regents do not think it is the intention of this committee to exclude from participation in this legislation an Indian-controlled institution providing favorably received educational and community services programs for American Indians on the Navajo Reservation.

Ganado's regents, therefore, further respectfully request that this committee give consideration to a review of the status of those private institutions which have historically served the educational needs of American Indians. Such review will include the increased demand for postsecondary resources coincident with the passage of the Self-Determination and Educational Assistance Act, Public Law 93-638, as coupled with the discontinuance of historic support and freeing of those institutions from denominational control such that they now face possible dissolution resulting from inadequate financial resources.

In the College of Ganado's case, it is in the second to the last year of a decreasing $200,000, $100,000, zero dollar transition toward self-sufficiency grant from the United Presbyterian Church.

I would like to request, Mr. Chairman, that the next three lines of my prepared testimony be stricken as a typographical error.

The College of Ganado's regents are in total agreement with the concept of self-determination as it applies to support of Indian-controlled postsecondary education and on the basis of its historical and contemporary status as an educational resource for Indian people.

We respectfully suggest that H.R. 9158 be amended to provide that existing private institutions such as Ganado be included within the eligibility requirements for the bill. After all, Mr. Chairman, the purpose of this bill is to provide for those institutes that are in the business of serving American Indian people.

We, at Ganado, feel that we are giving education to Indian children so that they will be able to better assimilate in 4-year colleges without fear of attrition.

In this regard, I would like to note for the record correspondence to Hon. William D. Ford, chairman of the U.S. House of Representative Subcommittee on Postsecondary Education, from Senator Dennis

DeConcini of Arizona, in support of an amendment to the legislation to make provision in this bill for private institutions, such as the College of Ganado, which have long histories of providing education services on reservations.

This concludes my prepared remarks, Mr. Chairman. The College of Ganado board of regents thanks you for this opportunity to testify before this committee, and I am prepared to answer any question which you or the committee members may have at this time, and if I cannot answer them, I have people here who will be able to answer.

Mr. Chairman, I have spoken.

Mr. BLOUIN. The bells are speaking to me, and I have about 5 minutes, so I would like to get into some brief question before I have to run over and vote.

Let me first of all thank you all and say that your testimony expressed concern about the movement of this legislation. Let me say that it is our intention to get this legislation through the full committee and approved by the full committee before this session of Congress adjourns sometime within the next few weeks, so that it will be eligible for floor work when we get back here in January. At least this is our hope. However, my hope and the hope of the leadership do not always jibe.

In any event, we appreciate your concern about that and we are going to do everything we can to expedite it. I do know that the Senate committee is moving on markup, either today or tomorrow, and we are going to try to move both pieces of legislation in the next couple of days.

Let me ask, Mr. McCabe, do most of your graduates stay on, near, or in some way are they connected, after graduation, with the reservation?

Mr. MCCABE. Yes.

Mr. BLOUIN. Can you give me a percentage? Do you happen to know what percentage stays around?

Mr. MCCABE. I would say that it is very close to 90 percent stay around.

Mr. BLOUIN. What kind of slots do they eventually fill; what kind of duties do they perform?

Mr. MCCABE. Mainly, they have gone into the field of education, and into the sciences. Those that end up with an AA degree usually have some job entry skill. As you know, the economic development on the reservation, the Navajo agricultural product industry, the Navajo forest product industry, and several of the other industries of the tribe, absorb these people with skills that they have acquired at the Navaho Community College.

Mr. BLOUIN. Let me ask you also, the $7,000 per student figure that you used in your testimony, you are talking about average daily attendance at that figure, or average full-time equivalency?

Mr. MCCABE. I think that it is average daily attendance, that is the way the Bureau computes it.

Mr. BLOUIN. The figure that we had from the Bureau, and this is the reason for my question, is that the full-time equivalency figure is around $3,300. On the basis of that, we used the $3,500 figure as the FTE grant plus the $125,000.

Is it your concern that there be more automatic dollars coming in, more than there is through the specific legislation? If it comes with the student aid package, or if it comes through this legislation, as long as there are equivalent funds there, sufficient enough to meet the cost of per pupil education, are your concerns met?

Mr. McCabe. I think that this is our main concern, but I think Mr. Bordeaux put it very aptly when he said that the base figure of $125,000 plus the $3,500 just will not cut it, really.

The other thing that I would like to say is that, when the BIA calculates their per pupil costs, they do not include the food services and plant management, because those two items are buried. The food service is buried in the property and supplies; and the maintenance is buried in plant management. So those figures do not enter into their calculations.

Mr. Blouin. Mr. Davis, would Ganado be able to obtain a charter or a mandate from any tribe that you are aware of?

Mr. Davis. Mr. Chairman, we have a letter of endorsement from the chairman of the Navajo Tribal Council.

Mr. Blouin. Do you think that you could translate that endorsement into a charter or mandate from the Navajo Tribal Council?

Mr. Davis. I think that we could probably get an endorsement.

Mr. Blouin. I am not talking about an endorsement. I am talking about a charter or mandate, which if it were extended from the Navajo, Hopi, or any Indian nation, would qualify Ganado for the legislation.

Mr. Davis. I believe we could, but we have not tried it.

Mr. Blouin. If you did that, you would qualify under the bill as written today.

Is your school eligible for the full gamut of student aid benefits?

Mr. Davis. Yes.

Mr. Blouin. One more question, and then I have to leave. The staff would like to submit questions in writing to all of you as well for the record.

How many colleges now existing are in the same kind of situation that you are in?

Mr. Davis. The two that I know of are Bacone College, and Sheldon Jackson College in Sitka, Alaska.

Mr. Blouin. So there are three altogether?

Mr. Davis. Yes.

Mr. Blouin. Do you know of any others that might fall into that category?

Mr. Davis. Not offhand, no, sir.

Mr. Blouin. I am going to have to run to vote. If the staff have one or two questions that they would like to ask, they can feel free to, and then adjourn the hearing when they have finished.

I want to thank all of you for coming. It is our intent to move on this legislation as soon as posssible. Higher education for the Indian Nations has been ignored for too long, and it is essential we do move on it. Our hope is to move it separately and quickly.

Thank you.

Mr. Cross. Just a couple of quick questions.

You said that the North Central Association of Schools has not yet accredited your college. Why hasn't the Western Association sponsored your college?

Mr. DAVIS. Arizona is a North Central organization.

Mr. CROSS. Has that always been the case?

Mr. DAVIS. Utah just to the north is in Northwestern.

Mr. CROSS. If support is given to Ganado, what assurance would you have that the tribes would not pull out their own students and start their own community colleges? What status would that give Ganado?

Mr. DAVIS. I don't believe that this would happen because the Navajo Community College, which is right to the north of us, have their hands full.

Mr. CROSS. What about the Hopi?

Mr. DAVIS. The Hopi, I don't believe that they have considered going into postsecondary education.

Mr. CROSS. Let me ask all three of the witnesses. Given the problem of developing programs for Indian-controlled colleges, what kind of cooperation exists among your institutions to be sure that you share sort of a common effort in developing curricula and developing materials and those special things that your institutions might need?

Mr. TODACHEENE. The colleges could be chartered by the Tribal Council. I think that we can coordinate our activities. Right now they get their charter from the State of Arizona, since their piece of real estate falls under the deed status.

Dr. JACKSON. There are two ways in which this is happening already, perhaps three, if you will permit a personal diversion. One is that Tom Jackson and Don McCabe are personal friends, and this helps. I think that it helps.

We participate with the curriculum equivalency study committee in the State of Arizona, which means that all of the things that come out of Arizona in terms of curriculum development are in one publication. We take that particular publication, and develop nothing that is duplicative of anything that is a course equivalent in the other schools.

When we build our curriculum, or our course numbers and course titles, content, and qualification of the faculty people that are behind it, we see that as far as possible, NCC which is our neighbor, or ASU, or the University of New Mexico, our course work helps with this.

Third, the science faculty of NCC has been to visit us on our campus. Our science faculty has been to visit NCC. Their computer capabilities have the full run of what now has become our computer capabilities in fiscal year 1978.

Every attempt has been made in the last 4 years to do away with duplication. In our case, it is pivotal because we are working with the private dollars which have to go much further.

Mr. CROSS. Do you see that as extending further to joint purchasing?

Mr. JACKSON. I think that we would like to talk about that.

Mr. CROSS. Thank you.

Mr. LOVESEE. I have two questions, and I think that they should initially be addressed to the Navajo Nation delegation. With regards to the 50,000 students that you mention as the potential student population, I assume that in order to reach those, you will need a period of time and extensive adult-outreach programs. Am I correct?

Mr. MCCABE. That is correct, sir.

Mr. LOVESEE. Are you talking about a shift toward prioritization away from academic toward vocational?

Mr. McCabe. I think that a balance has to be struck. We have not quite completed our analysis. At the present time, due to the fact that the public schools and all other schools have been stressing preparation to enter college, and I think that that syndrome has continued, I have noticed in the eastern part of the reservation the Navajo people are beginning to move toward vocational training.

I think that this will be reflected in the Navajo Community College's program in the future.

Mr. Todacheene. Basically, we are academically oriented since we are in dire need of professional people. For our resources and industrial development, we need engineers, we need doctors, we need teachers; we need those people. So I think, basically, we are academically oriented, and we will also be, to some extent, vocationally inclined.

Mr. McCabe. I might add that in my meeting with the chairman of the Navajo Tribe, he indicated to me that his preference was that we have a very strong basic program, so that our graduates with AA degrees will acquire job entry skills. Then, if they decide to continue their education, they could move on out without any need to take further courses to qualify to enter a 4-year college.

Mr. Lovesee. Let me ask you a question on a different tack, and that is with regards to your sister institution at Ganado.

What would be the position, or has NCC taken a position, with respect to the tribe mandating Ganado, so that they would qualify. That is my first question.

Second, what would be NCC's position with respect to the caveat which is now in the bill under the first title, which states that the Navajo Tribe shall not participate in programs under title I. We would have to make a change to that.

Those are really my two questions.

Mr. Davis. As far as I know, there has been no move to mandate that the College of Ganado be endorsed by the tribal council, or come under the provisions of the tribal council, like the Navajo Community College. We do, however, go according to the educational standards that the education committee has put out.

Mr. Lovesee. I was getting to the point of what NCC's position would be, should application for such mandate be made by the College of Ganado and if the tribal council would offer such. Would there be support on the part of NCC, because I am sure that it would carry a certain amount of weight with the council? I was wondering if NCC had taken a position with respect to that?

Mr. Todacheene. I think that we could probably co-exist, provided the charter is granted by the Navajo Tribe to Ganado College, and we could coordinate our learning processes, as has already been outlined by Doctor Jackson. But I think that it would have to be chartered by the tribal council.

Mr. McCabe. I just might add that we have not gotten involved. The Navajo Community College has avoided this issue because we do not have the authority, nor the power to do anything in this area. I think that it is up to the tribal council to make up its mind in due time as to how they want to handle the situation. I think that this is where the situation stands as of now.

Mr. Lovesee. Dr. Davis, do you think that it would be an unwarranted interference with the activities of the colleges, either in your

case or in the case of Sheldon Jackson or Bacone, to require some typ of tribal input or mandate prior to participation in this particular act

Mr. DAVIS. I cannot speak for Sheldon Jackson nor for Bacon Colleges, but I don't think that it would harm us any.

Mr. LOVESEE. I think that this is all I have. I would like to say tha in written questions to the organization, and you might be thinkin about it in advance, we will be asking them the same questions fro the standpoint of inclusion of these particular colleges under this bil

They may want to think about what their position will be, befor responding.

I want to say, on behalf of the staff as long as we have a chanc thank you to all of the organizations that have worked so hard on thi We appreciate it.

We will adjourn the hearing by virtue of the order of Chairma Blouin.

[Whereupon, at 10:20 a.m., the subcommittee adjourned, to recon vene at the call of the Chair.]